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GENERAL PLAN

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LINCOLN
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ACKNOWLEDGEMENTS

This plan was prepared in cooperation with the Lincoln Citizens Advisory Committee. Through their efforts and direction, the plan reflects the practical physical considerations, as well as a cross section of community thought regarding the future direction of Lincoln. The Committee consisted of citizens residing both in the City and the area surrounding the City.

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The planning process was aided substantially by the cooperation of citizens in the community who, through interviews, supplied much of the data concerning employment and the general business climate. Appreciation is also extended to the Placer County Planning Staff and the Sacramento Regional Area Planning Commission for documents and base data necessary to the Lincoln General Plan.

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INTRODUCTION

THE GENERAL PLAN...ITS NATURE AND FUNCTION

The General Plan defines the physical and environmental constraints upon the City of Lincoln and its planning area of influence. It expresses social and economic goals, problems and opportunities during the period of the plan and is the official public statement of physical development for both private and public projects. Once adopted, the Plan will be useful as a guide in public decision-making in bringing both short and long-termed programs to completion. The General Plan represents the City's policy concerning growth and development and consists of assumptions, goals, standards and objectives through 1986.

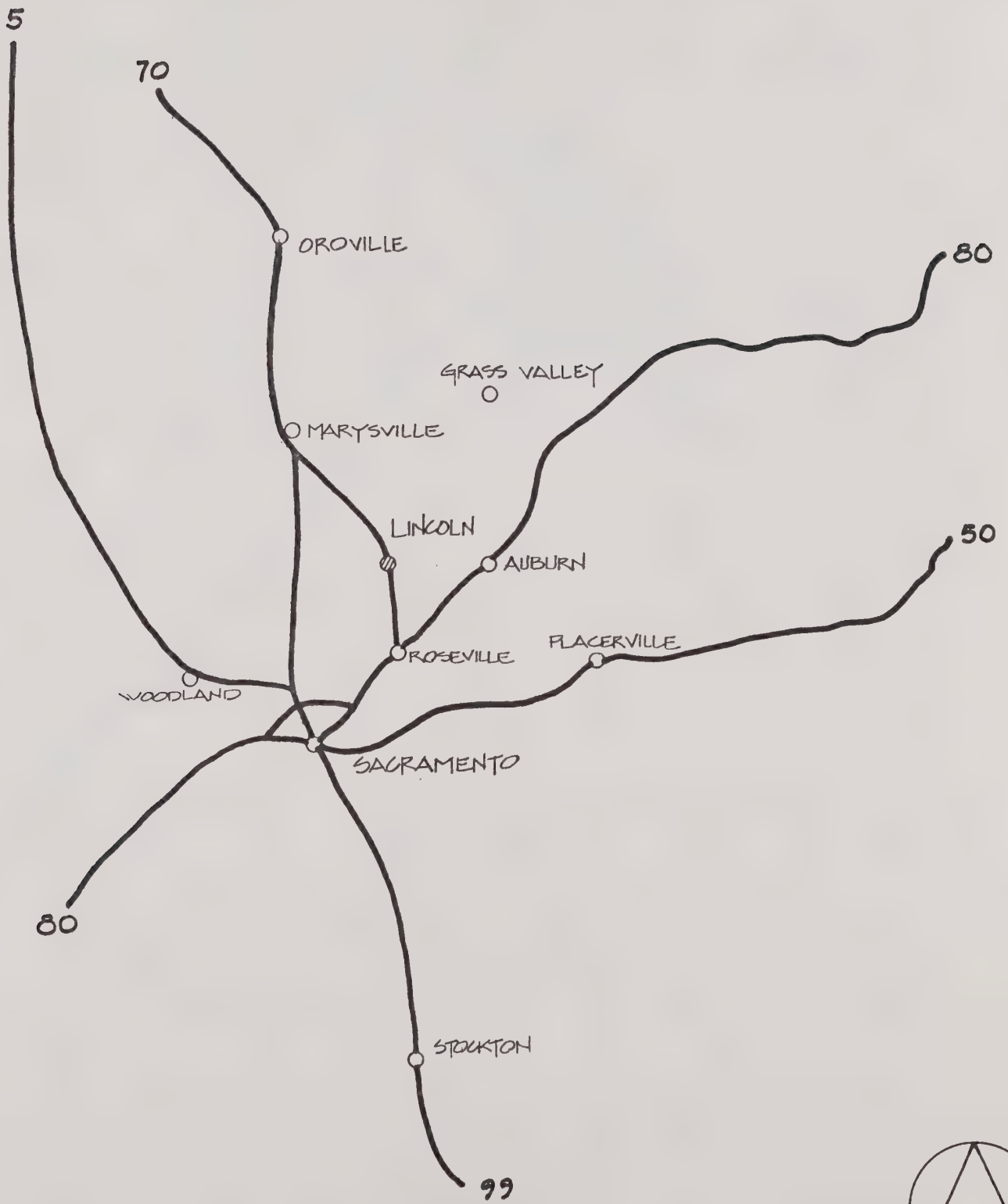
The existing General Plan for Lincoln was adopted by the Council in November of 1970 and several reasons are persuasive to update the Plan:

1. Planning is a continuous process. Changes occur that impact upon the City both financially and socially and require a review of past policies.
2. Federal block grants for public works projects most often require "comprehensive" planning before funds are allocated. For this reason, General Plan Guidelines, prepared by the Governor's Office of Planning and Research, have been followed and all elements mandated by the California Legislature have been prepared.
3. The General Plan should represent contemporary City Policy on growth and development. Changes have occurred on the Planning Commission and the City Council ... for this reason there is an over-riding public need to reaffirm the plan to establish a political and a public constituency.

4. State laws related to planning change and new statutory provisions and mandated elements are enacted requiring plan amendments.
5. Placer County has revised and adopted land use and zoning programs since 1970 and these should be related to the City's interests.
6. A new information base exists and should be incorporated into the Plan Data and analysis contained in the Comprehensive Plan - Lincoln Area, 1970, has been updated and in some ways revised. The document remains an excellent source of information repeated herein. Valuable information is available with the publication of "Demographic Study and Facilities Needs", Western Placer Unified School District and data was heavily relied upon, especially in support estimates of population and housing. Other publications by Placer County Planning Department and agencies, the Sierra Planning Organization, data by the Sacramento Regional Area Planning Commission, State and Federal agencies have been important and reliable information sources during the preparation of this plan.

LOCATION AND PHYSICAL FEATURES

Lincoln is located in the northern portion of the Sacramento Valley, Placer County, California and is 25 miles from Sacramento and 11 miles from the County seat of Auburn, see Plate I. The planning area is north to Wise Road, west of the Airport, south of Auburn Ravine and easterly to the foothills, see Plate II. Markham Ravine is an intermittent stream with a slightly incised drainage channel that trends



REGIONAL LOCATION

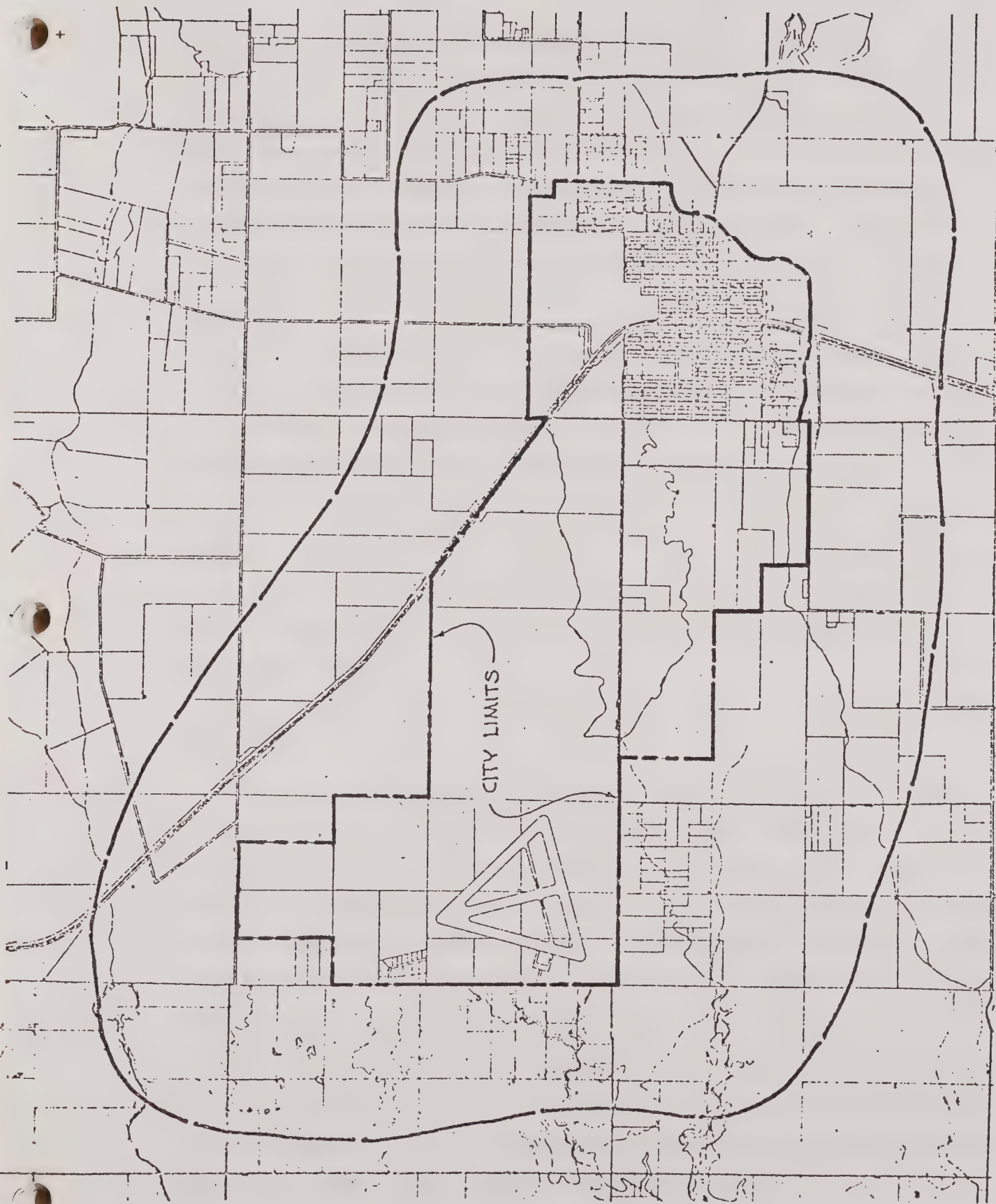
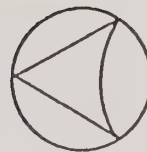


PLATE II PLANNING AREA

1" = 4000'

diagonally through the planning area, see Plate II. The area to the west is essentially flat to gently undulating grazing land with small farms and some large acreages of wheat and other field crops and rice. Turkey farms and a dairy are also important agricultural land uses. The remainder of the Lincoln planning area is urban, except land for public facilities and recently annexed vacant areas.

The soils of the area are not suitable for intensive agricultural uses. Their volcanic origin, shallowness of clay-like lenses, and the lack of economically available irrigation water are other limitations for farming.

Lincoln is bisected by the Southern Pacific Railroad which parallels State Highway 65. The City limits are at the Auburn Ravine to the south, North Harrison Avenue to the east, and the new sewage treatment plant and Airport Road to the west, see Plate II. Lincoln has a land area of 6.3 square miles with newly annexed territory adding 2800 acres, including the land required for the wastewater treatment plant.

HISTORY

Lincoln was incorporated in 1860 as a farm to market center serving a large rural trade area. The year following, the Southern Pacific Railroad was completed. This convenient transportation source ended the relative isolation of the town from other areas. By 1886, agriculture in the region had been established and with the construction of the grain elevator, the beginning of an agriculturally dominant economy was signalled. While there were scattered gold mining areas in the eastern foothills, no major economic fields were discovered. 1875 was the year that Gladding, McBean Company was established to excavate the clay deposits which provided the basis for their products.

CLIMATE

Climatically, Lincoln is typical of the towns in the northern part of the Sacramento Valley. The climatic type for the region is a modified Mediterranean with the winter rains beginning about October to contrast with the extreme summer droughts. Rainfall will average 18 inches with over 90% of the precipitation occurring during a six month period between early November and April. Weather consists of hot, but dry, summer days with extended wet winter conditions with some ground fog. Winds are moderate and prevail from the southerly direction. During August and September, the temperature lag from the mid-summer heat results in readings well over 100°F, but the sensible temperature is tolerable because of frequent low relative humidity.

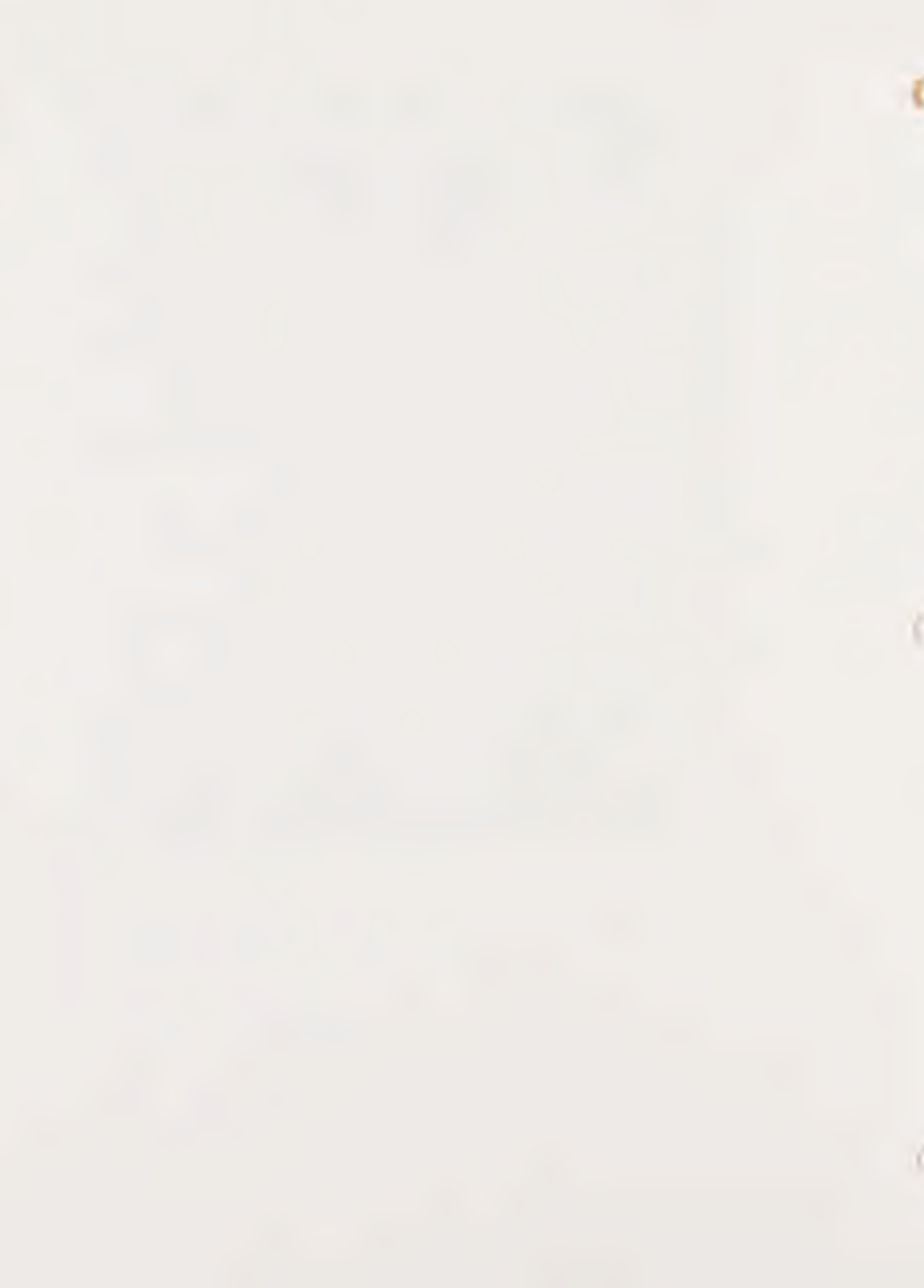
GENERAL PLAN ASSUMPTIONS

The General Plan contains basic general assumptions, or predictions, regarding trends and events that may be predictable, yet because of the social, economic and political unknown, predictions may or may not be realized. These assumptions afford the public an opportunity to interpret and evaluate the Plan in light of the major assumptions. This Plan assumes that:

1. Catastrophic or large scale disasters, nuclear war, or major changes in the governmental or economic structure will not occur.
2. The population of Placer County will continue to increase, but at a declining percentage. The City

of Lincoln will increase at a rate slower than Placer County, except for Auburn, and other Cities in the County by the year 1985.

3. Lincoln will continue to maintain its unique identity as a rural community and not become a metropolitan urban area.
4. Innovative surface transportation will allow better management and allocation of resources.
5. Land uses will be protected from the intrusion of conflicting or incompatible activities.
6. Active and passive recreation and improved cultural facilities will increase in importance to the people of Lincoln.
7. Control of the source of pollution of land, water and air resources will increase the quality of the environment.
8. The agriculture and agriculturally oriented industries will continue to be primary to the economy.
9. Lincoln will strengthen its role as a social, economic and cultural center of its trade area.
10. The economy will be diversified by new economic development that will gradually provide a wider range of skilled and professional opportunities.



OPEN SPACE ELEMENT

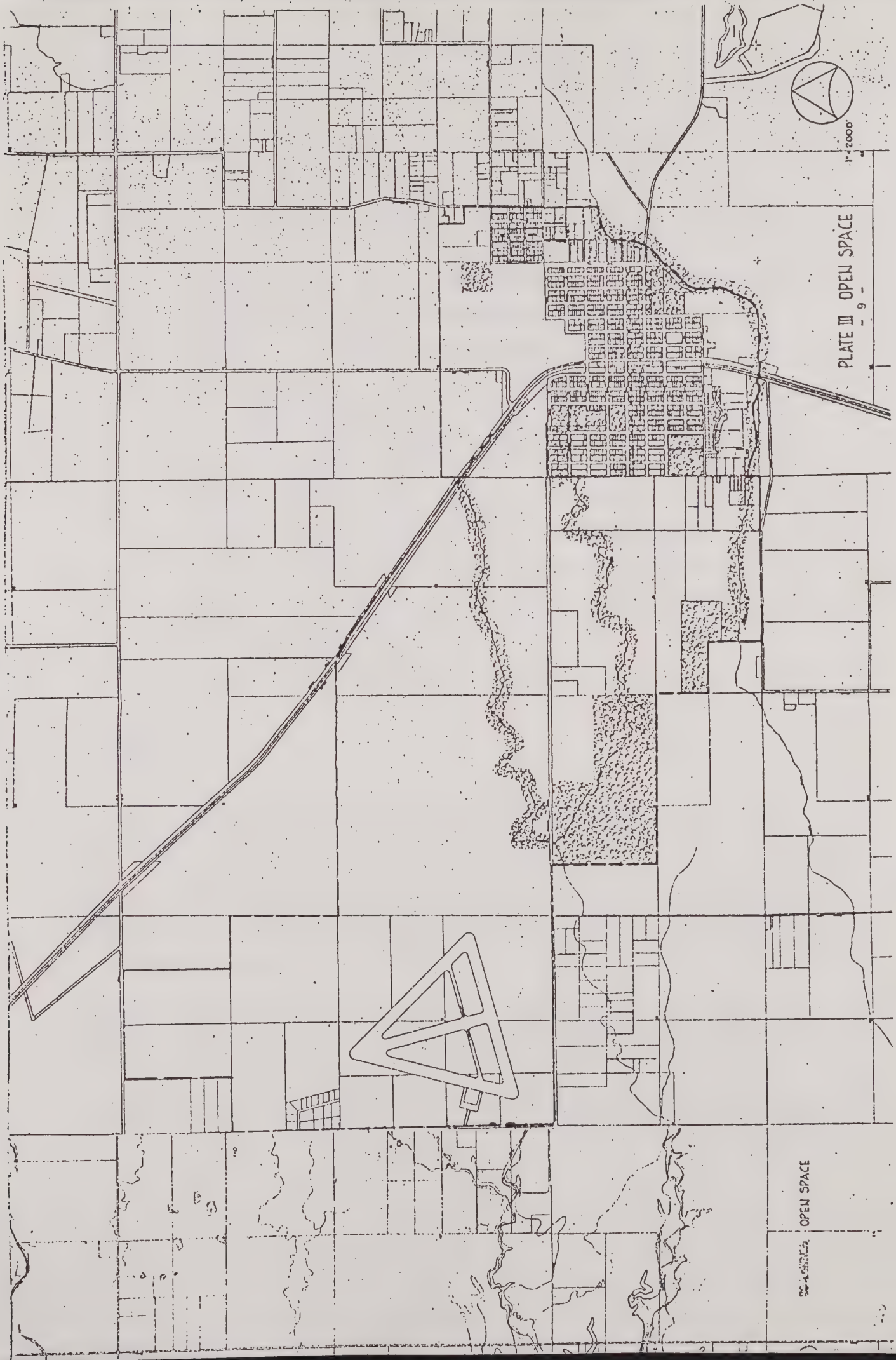
OPEN SPACE FOR THE PRESERVATION OF NATURAL RESOURCES

The most distinctive physiographic feature of the Lincoln area is the Auburn Ravine. It provides terminal drainage for the City and supplies water to recharge the ground water basin. Auburn and Markham Ravines are also areas of critical local concern for the protection of existing scenic value, natural vegetation and wildlife. Riparian habitats have established feeding and nesting areas within this largely unspoiled natural waterway and it provides a broad scenic corridor for passive recreational opportunities. Large colonies of trees define the meandering flood plain and stand in stark contrast with the barren valley floor.

The man-made patterns of occupancy within the large planning area include limited areas of agriculture and livestock farming. It is upon these lands that non-farm and urban expansion will occur. Lands once committed to development loses all value as a natural resource and must be planned and managed to discourage noncontinuous development. Urban lands should be developed within the already committed City areas, then into adjacent lands, with timing and phasing being important considerations. Unnecessary costs of city services is the primary public benefit.

GOALS

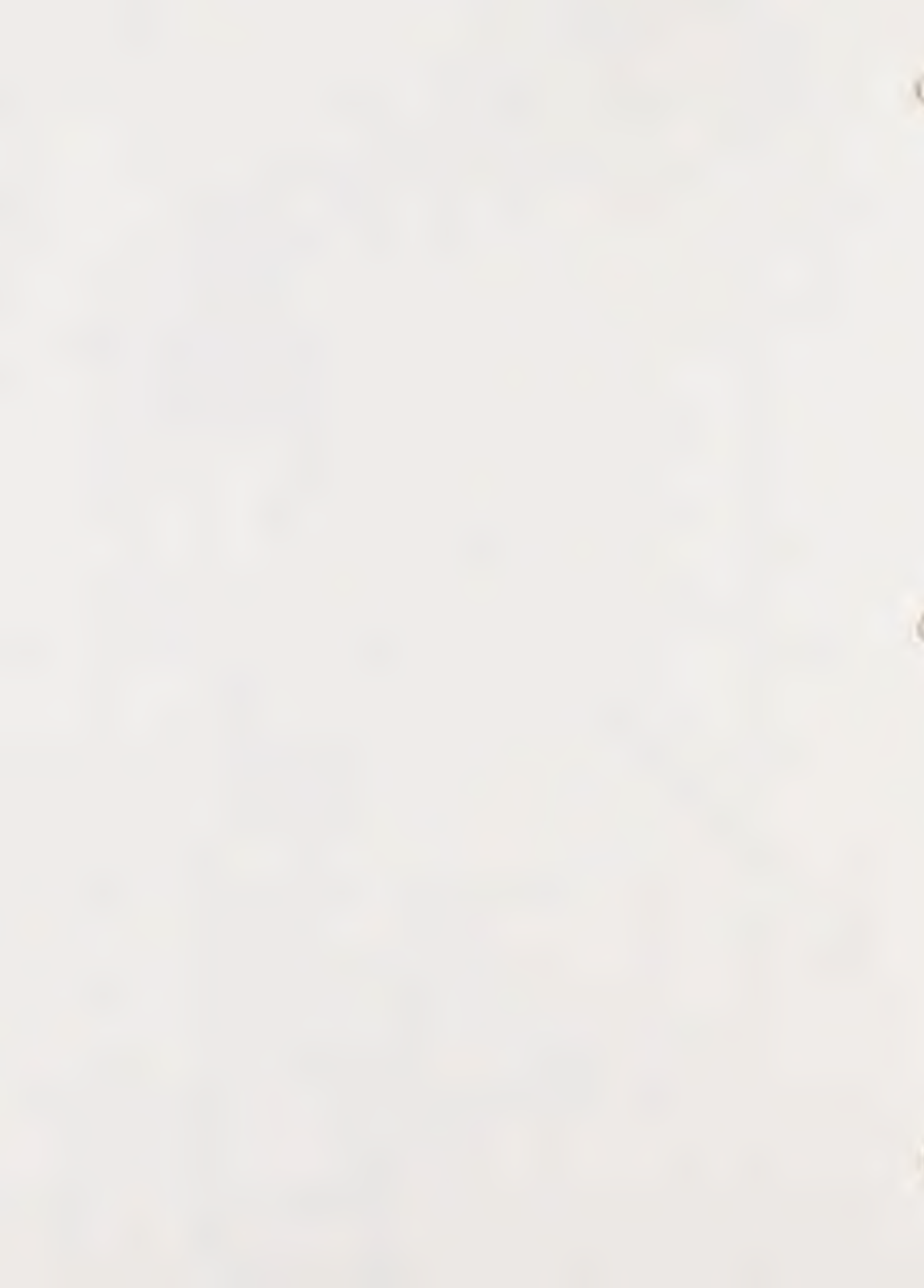
The City will adopt the following goals relating to open space preservation:



1" = 2000'

PLATE II OPEN SPACE
- 9 -

SC-4512-2 OPEN SPACE



1. Prevent pollution of air, land and water resources by all controllable means.
2. Promote and encourage public awareness and understanding of the need to protect and conserve non-renewable resources, both human and natural.
3. Establish a public information program on the natural, economic and cultural resources of the region.
4. Protect natural resources and wildlife by public and private management cooperation or debate on public issues.
5. Acquire development rights to protect areas of scenic values or of critical local concern.
6. Adopt a flood plain zoning ordinance in cooperation with Placer County, especially along areas of Auburn and Markham Ravines which are subject to periodic inundation.
7. Adopt a tree planting ordinance and planting plan.

SUMMARY

The preservation of the natural resources within the planning area is in the jurisdictional area of Placer County. Some areas of local critical concern may be protected through annexations and/or purchases but City-County coordination of plans and programs is important for the implementation of the open space goals.

OPEN SPACE USED FOR THE MANAGED PRODUCTION OF RESOURCES

Cooperation and joint efforts between the City and Placer County Officials on resource management are the most

effective way to achieve open space goals. Most open space values are regional and occur in the unincorporated territory and jurisdiction of Placer County.

The planning area has a limited resource base to manage for continued productivity. Range and cattle land with some agricultural uses dominate this open space. There is a growing interest in rural homesites along Nicolaus Road near the Airport and past divisions of land on the eastern City limits. Soil limitations will not produce the cash crops to be classified as "prime". However, new development on the fringe areas should be reviewed for the impact of service versus costs upon the City.

Mineral production is limited to clay extraction north of 9th Street. A management and re-use plan for this important area should be prepared as a community study and discussion project because of the importance of both the land and economic interests of owners and employees.

GOALS

The City of Lincoln will:

1. Encourage the use of vacant or unused land within the existing urbanized area.
2. Review existing agricultural zoning with Placer County Officials to determine if changes should be made for land use consistency.
3. Encourage all urban areas to be municipal. Services to the County urban fringe should be on a cost sharing formula for services.
4. Support a program designed to conserve non-renewable lands for food production and open space.
5. Support compatible agricultural uses which are incidental and customary to the zoned agricultural uses.

OPEN SPACE FOR OUTDOOR RECREATION

As the planning area urbanizes and densities increase, the need for outdoor recreation becomes urgent. With leisure time, increased incomes, and emphasis upon the environment, planning for recreation is essential. The California Legislature mandated in Section 65303 of the Government Code that the recreation element consist of the review of all water areas and unimproved lands suitable for the location and proposed development of public sites, parks, parkways and playgrounds. Other open spaces for outdoor recreation reviewed for inclusion in this Element are those defined in Section 65560 (3) of the Government Code as follows:

"Open space for outdoor recreation, including, but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, rivers and streams; and areas which serve as links between major recreation and open space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors."

The primary outdoor recreational spaces, and goal is to stimulate the use of active and passive recreational areas and facilities, conserve open spaces, and ensure multi-use of existing facilities. Open space for outdoor recreation may consist of natural wildlife and plant habitats, stands of trees, vistas for contemplation, flood plains of intermittent streams, recreational lands and facilities owned or operated by the City or the School District, and vacant city lots or unimproved public property. The vast agricultural hinterland also provides recreational and scenic amenities.

Another important measure enacted by the Legislature relates to the requirement of dedications of land, or fees, or both for park and recreation facilities. Conditions, including fees and/or dedications, may be attached to the approval of a subdivision map only when:

Subdivision Map Act (1975)

Section 66477 (d)

"The Legislative Body has adopted a general plan containing a recreation element and the park and recreational facilities are in accordance with definite principles and standards contained therein."

The mandates of the above Code provisions are delineated on the Land Use Map.

EXISTING PARK AREAS

<u>LOCATION</u>	<u>ACRES</u>	<u>FACILITIES</u>
MCBEAN PARK	23	Swimming pool, indoor rifle range, football and baseball stadium, picnic tables & bar-becue pits, dance pavilion, tot area and multi-use area.
GLEN EDWARDS SCHOOL	N/A	Slides, swings and open space at each elementary school.
CARLIN C. COPPIN SCHOOL	N/A	

Other recreational opportunities are located within the City Auditorium and Masonic Temple where space for dances, parties, indoor sports and games may be housed. Playground facilities are also available on the Lincoln High School grounds.

The National Recreation Association has established the standard of a minimum of one acre of land per each 100 people. If acceptable to Lincoln, a total of approximately 39 acres of land should now be allocated for parks and recreation, or 16 additional acres. Two neighborhood parks should be established adjacent to both the Coppin and the Glen Edwards Schools containing about five acres each.

It is anticipated that by the end of the planning period 1986, a community park along Markham Ravine will be acquired and developed. Design considerations should include a 20 acre site adjacent to a new school as may be required by that time.

The following standards may serve as guidelines in planning for parks within the City:

1. Expressed needs and desires of the citizens.
2. Availability of funds.
3. Private facilities which may exist and be rented.
4. Number and kind of existing facilities.
5. Location and suitability of site.
6. Time and distance from other parks.
7. Demographic characteristics (age, family size, sex).
8. Local traditions.

Other recreational activities planned include riding and hiking trails and bicycle routes as shown on Plate VI as part of the Circulation Element.

GOALS

The City of Lincoln will:

1. Encourage the preparation of a long-range acquisition program for parks and other recreation places.
2. Encourage the acquisition of sufficient site areas for a full range of passive and active recreation activities.

3. Encourage a system of trails for hikers, bicyclists and horse riders.
4. Encourage the preservation and enhancement of all scenic, environmental and cultural values.
5. Support the preservation of historical places.
6. Encourage multi-use of school playground areas and equipment.

OPEN SPACE FOR PUBLIC HEALTH AND SAFETY

Open space for public health and safety requires special management or regulation because of potentially hazardous conditions including land with characteristics which render it unsuitable, dangerous or unsafe for human occupancy or development. Earthquake fault zones, unstable soil areas, flood plains, watersheds, areas of high fire risks or those areas requiring the protection and enhancement of air quality are examples of threats to the public health and safety.

The Land Use Element allocates areas for open space, recreational uses and flood plain designation to further the purposes of this section and also establishes growth areas for industry and living spaces for people to avoid the conflicting activities of others. This Element also has a significant impact on not furthering the degradation of ambient air quality.

GOALS

The City of Lincoln will:

1. Encourage the adoption of regulations to control land use and development in areas subject to periodic flooding in cooperation with local, State and Federal agencies.
2. Support the State earthquake protection standards

and prohibit development on seismically unstable land wherever identified.

IMPLEMENTATION OF THE OPEN SPACE ELEMENT

The Open Space Element may be implemented by regulating land uses through the use of the police power. Usually open space property is limited to the existing uses where farming or ranching is to continue as the primary use. Subdivisions may be designed with open space dedications, or "trade offs" for more intensive development for the owner in return for open spaces. Open space for recreation may be acquired by the purchase of fee title, an easement or perhaps development rights for the preservation of natural resources. The use of police power to provide public open space by limiting land to "no use," or the present use, is being increasingly challenged in the courts as a taking without compensation. A controlling provision of State law related to the open space plan underscores the importance of the open space plan.

Section 65567 of the Government Code which provides ...no building permit may be issued, no subdivision map approved, and no open space zoning ordinance adopted, unless the proposed construction, subdivision or ordinance is consistent with the local open space plan."

CONSERVATION ELEMENT

The Conservation Element requires an appraisal of all the community's natural resources and the development of a policy for preservation and managed utilization. The natural resources of the Lincoln planning area have been researched and identified.

WATER RESOURCES

Domestic water for the City is the most crucial development limitation and fiscal problem. An in-depth study and recommendation is beyond the scope of this undertaking, but action on this issue ought to be the first priority of the City Council among other community problems.

Lincoln residents receive water from the former Pacific Gas and Electric Company's Caperon Canal and the Placer County Water Agency wholesales it to the City. Delivery by this ditch to the reservoir is limited only by the capacity of the reservoir. Describing this delivery system, the 1970 Plan states:

"This raw ditch water is run through a settling process, amply chlorinated and delivered to the customer. The reservoir is a combination storage and chlorination facility containing approximately 2.0 million gallons. This storage is equivalent to the present peak daily demand."

The ditch has an estimated capacity of 5 million gallons daily. The Conservation Element goals are to; plan and manage the natural resources of the planning area through the conservation of the resources identified in the area,

prevent the destruction, neglect or wasteful use of these resources, and provide an environmental baseline to relate the impact of private and public projects to the environment.

The consumptive use of water is reflected in the following figures:

SUMMER USE:

August 1974	40,740,000 gallons
August 1975	51,644,900 gallons
August 1976*	53,000,000 gallons

*ESTIMATED

WINTER USE:

January 1975	36,274,300 gallons
January 1974	30,934,200 gallons

To make the water potable, it is run into a settling pond and treated with alum and lime, flocculated and cleared, chlorinated to another reservoir and chlorinated again as it enters the main distribution line.

New improvements are in the planning stages and are of great community interest. It is proposed that treated water will be transported from Placer County Water Agency's treatment plant by way of a 14 inch underground pipeline to the Lincoln reservoir. Currently, households are billed a flat rate for unmetered water service of \$6.25 per month. Estimates show that the proposed system would cause the existing monthly bill to increase by three times if the improvements are constructed as proposed by the Agency Consultants.

Water is now delivered to the City through a 12,000 foot long, 20-inch transmission main. The balance of the distribution facilities consists of 2,000 feet of 14 inch diameter main, 4,400 feet of 10 inch diameter main, 12,000 of 8 inch main, and the balance of the system is 6 inch and smaller diameter pipe.

The underground water basin is replenished by subsurface flow, stream infiltration and deep percolation of rain and sheet water. The consumptive use of water in Lincoln is estimated to be about 100% higher than other PCWA service areas. Other than the questions of waste and a possible three-fold increase in water costs to the consumer, this practice of dumping large volumes of water into the sewage treatment system overloads that capacity and will be yet another future growth constraint. As reported in the 1970 Plan...

"The present system is limited in its capabilities and would not adequately support much more than the presently inhabited area. However, the potential of the system is great due to the adequate size of the 20 inch diameter transmission main and the favorable pressure zone."

WASTEWATER TREATMENT SYSTEM

With the new \$1.3 million treatment plant nearing completion, a very critical growth obstacle will be removed. Like so many other valley communities, growth and the lack of capital improvements on the existing plants have resulted in a wastewater treatment system which is inadequate and antiquated. The new treatment plant will be located on a 200-acre site at Nicolaus Road and Nelson Lane and will allow the City to expand service within the urban area to the design capacity of 6,000 residents.

In 1970, 436 acres of land within the City were vacant and represent about 48% of all land within the City. Single family lots average 6,500 square feet,

or in excess of five lots per acre. Because of the shape of the frontages, width, and areas of vacant parcels, together with ownership patterns and desirability of specific parcels, not all urban vacant lands will be developed. However, a reasonable estimate on the conservative side of the future sewer demand might be calculated as below:

$$\begin{aligned}\text{Number of lots} &= \frac{\text{Vacant acreage}}{2} \times 5 \\ &= \frac{436}{2} \times 5 \\ &= 1,090\end{aligned}$$

Projected

$$\begin{aligned}\text{Population} &= 1976 \text{ population (est.)} \\ &\quad + \text{additional population} \\ &= 3,917 + 3,379 \\ &= 7,396 \text{ people, or } 1,296 \text{ over the design} \\ &\quad \text{capacity of the new system.}\end{aligned}$$

Were this to occur without other commercial, industrial or formal subdivision development, this capacity would be reached in 1991, assuming a 4% growth rate per year. Experience has shown, however, that development in older city areas usually is at a much higher density and the number of dwelling units may be in a range of 10 to 25 per acre rather than 5. This "back filling" of vacant areas occurs over a long period of time and does not present the dramatic impact on services as would a 200 lot subdivision built out in a year or two. But the system does have finite limits and modifications are costly, water conservation measures are helpful, but not reliable.

Estimates of 50 new homes a year yield 600 new housing units over a period of 12 years. This establishes the 1988 population at about 5,777 at a 4% yearly growth rate. It is not expected that treatment capacity will be reached at this early date, unless industrial growth occurs, because it is expected that the rate of growth will be around 3% and could even be lower.

SUMMARY

Timing of both private and public development projects is an essential part of community planning. A single "wet" industry, such as a cannery or paper plant, could negate sewage capacity gains. A careful review of all projects as to the combining of social, economic, environmental and fiscal impacts is necessary to move Lincoln forward as a progressive community. Extensions of water and sewer service areas beyond contiguous urban development will result in an emergent blight and the deterioration of the central City.

VEGETATION RESOURCES

The planning area contains large tracts of vacant land with some extensive farming and a few colonies of trees. Native vegetation associated with the soil classifications of the area include grass, oaks, weeds, brush, willows and cottonwoods. Grassland and riparian habitats are the two major natural communities existing within the planning area and a brief inventory is outlined below.

GRASSLAND HABITAT

Lying below Sierra foothill woodlands is the grassland community characterized by low, undulating topography with a sparse tree cover. The grassland surrounds the richer alluvial plains adjacent to the major water courses. Native species have been largely lost because of grazing by cattle and sheep.

Impressive displays of wild flowers during spring are found within the community grasslands, providing extensive forage areas for wildlife. Plant species of the region include lupine, wild oat, festuca, miner's lettuce, brome grass, purslane, chickweed, larkspur, sunflowers, California poppy, mustard, vetch, monkey flower, California buttercup, lace pod, goldfields, Adder's tongue, soap plant, wild onion, and trillium.

RIPARIAN HABITAT

The riparian, or stream related, community occurs in the channels and flood plains of Auburn and Markham Ravines with vegetation growing in corridors up to several hundred feet wide. The vegetation is generally broadleaf woodlands dominated by cottonwoods and valley oak, or thickets of shrubs such as blackberry and wild rose. The plant community encountered along Auburn Ravine is typical Central California riparian flora. The most outstanding native trees are in the oak group (Genera-Quercus). The most common are the interior live oak, the coastal live oak, and the picturesque deciduous valley oak. Other native trees, but less in number, are, box elder, poplars, willows, alders, and Oregon ash.

Shrubs include: the elderberry bottom bush, coyote bush, blackberry, strawberry, the native California grape and poison oak. Plant species of the riparian habitats include tules, cattails, sedge willow, white alder and flowering ash.

HARBORS AND FISHERIES

There are no harbors or fisheries within the planning area.

WILDLIFE

The planning area is inhabited by animal species characteristic to the grassland and riparian habitats of Sacramento and Placer Counties. Major species include: rabbits, squirrels, mice, skunks, lizards, snakes, raptors, sparrows, killedeer, meadow larks, pheasants, robins and so on.

MINERALS

The growth and development of the Lincoln urban area irrevocably commits underlying mineral resources of sand and gravel, as well as, deposits of clay. No known deposits of mineral resources are presently being threatened by urban expansion. Clay is stockpiled by the Gladding McBean plant.

Oil or geothermal resources in Placer County have not been reported by the State Department of Conservation. However, deposits of natural gas have been reported for the area.

SOILS

The soil classifications prepared by the United States Department of Agriculture in a survey of the Lincoln area and mapped in 1924 show generalized areas of occurrence of the following soil series:

1. San Joaquin Fine Sandy Loam is the dominant soil in the Lincoln area, extending from the beginning of the rolling topography immediately east to a corridor about one mile wide and five miles long, following the general alignment of

Markham Ravine. Surface soils are reddish in color, friable and are from 6 inches to 18 inches deep. The underlying soil profile is heavier and compact, generally 24 inches to 36 inches and is underlain by a hardpan layer.

2. San Joaquin Gravelly Loam occurs in a narrow belt north and north-west of Lincoln with the surface soil a gravelly loam, reddish in color, and has a sandy texture. Below about 27 inches, a hardpan exists between 12 inches and 18 inches in depth.
3. Scabland is the weathered volcanic material resting on a comparatively flat surface. Very shallow soil is located in association with the clay deposits and occurs westerly in the planning area.
4. Hanford Sandy Loam is water transported material within the flood plain of Auburn Ravine and does not have a well defined profile. It contains fertile grayish-brown sandy loam from 10 inches to 24 inches deep.

DRAINAGE AND FLOOD CONTROL

The Department of Housing and Urban Development prepared a flood hazard boundary map in 1974 depicting some historic local flood areas. The map shows only minor local flooding occurring north of Gladding McBean Plant and along portions of Auburn Ravine. These areas have been designated Zone "A" and represent inundated

areas during a 100 year flood. A 408 square mile area bounded by Auburn and Markham Ravines, Cook, Pleasant Grove, and Curry Creeks combine to form the Coon Creek Drainage Basin.

AIR QUALITY

The Lincoln area is relatively free of particulate matter in the atmosphere. Unlike Roseville, Lincoln is not within the shifting wind system, which imports degraded air into an otherwise clean part of the air basin.

The internal combustion engine has introduced a series of smog producing chemical irritants, but these are not a major pollution problem. The distances from urban centers and a weather system which exchanges air masses distributes large volumes of unstable air into the upper atmosphere and lessens pollution. As part of a non-county Air Pollution Control District, Lincoln is included in the Sacramento Valley Air Basin, as approved by the Air Resources Board. This Board is responsible for the enforcement of vehicular emission sources. Placer County enforces fixed sources such as, incinerators, agricultural burning, organic and petroleum storage and loading. The major source of local air pollution results from the widespread practice of open agricultural burning. Lincoln does not have the large public parking lots, football stadiums, shopping centers, arenas, or other large traffic generators that fall under the control of the Federal Environmental Protection Agency on January 1, 1975.

SUMMARY

Criteria for the conservation and utilization of the resources identified are based upon goals of this Element. Implementation measures suggested by the State Office of Planning and Research Guidelines include:

1. The preparation of a capital improvement program and budget for water quality control.
2. Corrective programs where action is needed to correct or reverse conditions causing environmental damage.
3. Public information and education.

SEISMIC SAFETY ELEMENT

The west coast of California is part of a seismically active region extending from the coast of Alaska to South America. The Urban Geology Master Plan prepared by the California Division of Mines and Geology state that:

"...the largest losses of life and property due to geologic hazards have been caused by violent ground shaking during earthquakes ... (and) it is presently impossible to prevent, control, or accurately predict earthquakes."

The unpublished notes of Carl Hauge, geologist, noted that:

"Energy released by the earthquake travels through the earth outward like ripples in a pond. As seismic waves travel farther from the source... energy is dissipated. Ground motion at a specific location is dependent upon the properties of the earth materials the waves travel through. The waves travel hundreds of miles before they are dissipated to the extent that they cannot cause damage."

The Tri-Cities Seismic Safety Study noted that the occurrence of an earthquake can be predicted on the basis of the recency and frequency of past fault movements and seismic activity.

"For planning purposes, there are two kinds of faults, active and inactive. However, some faults labeled inactive are so termed due to the lack of knowledge."

Faulting is the differential movement along a fracture zone. The State geologists have reported that there is no evidence of faulting in Placer County. The so-called

"Linda Creek" fault does not exist. Also, in a rating of Maximum Expectable Earthquake Intensity from low to high, Lincoln is within the low intensity severity zone with minor to moderate probable damage in the event of an earthquake.

Historically, seismic activity in the northern Sacramento Valley has been slight in comparison to California. Throughout recorded history, no major movements, have occurred. Quakes felt locally are from seismic disturbances to the west of the valley and include the San Andreas, Calaveras and Hayward faults. The greatest ground shaking in the Sacramento area occurred on April 21, 1892. The epicenter was between Winters and Vacaville in Yolo County. There was not any loss to lives and only minor structural damages resulted from the quake.

To complete this Element, the Government Code, Section 65302 (f) requires:

..."an identification and appraisal of seismic hazards such as susceptibility to surface ruptures from faulting, to ground shaking, to ground failures, or to the effects of seismically induced waves such as tsunamis and seiches."

(AND)

"The Seismic Safety Element shall also include an appraisal of mudslides, landslides, and slope stability as necessary geologic hazards that must be considered simultaneously with other hazards such as possible surface ruptures from faulting, ground shaking, ground failure and seismically induced waves."

Geologic hazards other than ground shaking and faulting which need mentioning to complete the mandatory provisions are as follows:

1. Tsunamis - These are seismic sea waves such as the one following the Alaska earthquake in 1964.
2. Seiches - These are earthquake induced waves occurring in lakes or ponds.

Neither hazard exists in the Lincoln region. However, the Oroville Dam and the proposed Auburn Dam are major concerns because of recent tremors thought to be induced by the weight of the impounded water at the Oroville Dam.

Because of the lack of local relief, no known geologic hazard exists with reference to mudslides or landslides and slope stability is not a problem in the Lincoln area.

The State geologists report that it is impossible to prevent, control, or accurately predict earthquakes and that they will continue to occur. Structures must be made capable of withstanding shaking without serious failure, injuries, or the loss of life. They stress the need for local parapet ordinances and inspection of ornamental projections on the tops and sides of buildings and compliance with the current Uniform Building Code, as it relates to strength and lateral forces for buildings in various seismic zones.

In the event of an earthquake of an intensity great enough to rupture gas and water lines, disrupt the distribution of power and communications, impair health and emergency delivery services, or cause panic or rioting, it would be necessary to prepare a contingency plan. This plan would be coordinated with existing emergency and preparedness organizations, local police and fire fighting personnel.

GOALS

1. For public buildings and other places of public assembly, inspect and correct structural defects.
2. Together with all emergency preparedness agencies, prepare an integrated contingency plan.
3. Cooperate with all agencies in identifying or mapping seismic hazard areas.

SCENIC HIGHWAY ELEMENT

Section 65302 (h) of the Government Code provides that the General Plan shall include a...

"Scenic Highway Element for the development, establishment and protection of scenic highways."

The inclusion of this Element in the General Plan is the initial step required for the designation of a highway as "scenic". Upon adoption of this Plan, an application is filed with the District Director of Transportation. The official designation is determined by the State Scenic Highway Advisory Committee. The Scenic Highway Element also provides the basis for the preparation of a scenic corridor plan. This future action may be further implemented by adopting an ordinance to control uses of land adjacent to the designated scenic highway. This would help to control billboards, wrecking yards, etc., within the corridor that comprise the "view of the road".

State Highway 193 has been selected as the scenic highway because it traverses some of the most picturesque portions of the valley foothills, has relatively few natural areas that are spoiled, and nuisance type industrial uses do not exist. This Highway links the historic Newcastle-Penryn Area with Lincoln.

Upon Plan adoption, the City of Lincoln should implement the Scenic Highway Element by:

1. Requesting an amendment to the Placer County Scenic Highway Element and forward a joint resolution to the State District Director requesting designation of State Highway 193.

2. Encourage the Placer County Board of Supervisors to:
 - a. Complete the required corridor study.
 - b. Adopt land use controls within the corridor and compatible with the Land Use Element.
 - c. Study the landscaping of the entrances to Lincoln.
 - d. Acquire scenic easements where required to protect the corridor from development in relation to the Circulation Element.

With the designation of State Highway 193 and land use controls adopted, special official signs may be placed along the route as an identification of its scenic value.

CIRCULATION ELEMENT

The Circulation Element includes facilities and patterns for many modes of transportation. This includes highways, rail, air and nonmotorized systems.

STREETS AND HIGHWAYS

The streets and highways plan recognizes the patterns of both existing and future traffic. At present, the primary pattern includes State Highway 65 and 193. Prior to the construction of State Highway 70 to the west, Route 65 was the major east valley carrier and provided access between Sacramento and north valley towns. It remains the primary route from southeastern Placer County to Marysville, Yuba City and Oroville. North of 5th Street in Lincoln, Route 65 has a volume of about 10,000 ADT (average daily traffic) and is near the peak hourly design capacity. Just south of town volume is 6,300 ADT and north of town volume is 4,850 ADT.

State Highway 193 is a short route linking Lincoln and Newcastle. It is the principle route connecting Lincoln with Newcastle, Auburn and points east on I-80. Volumes are about 2,800 ADT east of town and well within the design capacity. There are about 4,600 ADT at the intersection of State Highway 193 and 65 with 25 mph traffic.

Other major streets are Nicolaus Road, or 9th Street, 7th Street, 5th Street, East Avenue, and 12th Street. The plan recognizes these streets as part of the Lincoln major street system, including 1st Street and a future major street west of existing development connecting 1st, 5th and 9th Streets. The major departure from the existing system

is the proposed alignment of the new State Highway 65. It is proposed to by-pass the City to the west, beginning south of town.

Approximately half of the traffic on Route 65, between Route 193 and 7th Street, is locally generated. There is a 1976 traffic count at 5th and Route 65 of almost 9,000 ADT. This is almost double the traffic that passes through the intersection of Routes 193 and 65.

It is not entirely correct to say that if the population doubles, so does the traffic count, but for the purposes of the plan, it is a valid assumption. As population increases, both in the City and southeastern Placer County, traffic will definitely increase. Based upon recent population projections, traffic on Route 65 could almost double during the ten year life of this Plan. The existing design of Route 65 through town ("G" Street), will not accommodate that amount of traffic. Further congestion will make it very difficult to support commercial uses along the route. It becomes necessary to select an alternate route for non-local vehicular traffic. The alternative of eliminating parking on "G" Street, or the demolition of buildings for widening is not acceptable. The new by-pass follows a portion of Moore Road, Nelson Lane, and the new access road to the planned relocation of the Airport facilities. In addition to relieving local traffic congestion, this road would provide convenient access to the new facilities from the north, south, and the east. This route is schematic and final alignment will depend on the location of existing homes, topography, ease of right-of-way acquisition and funding.

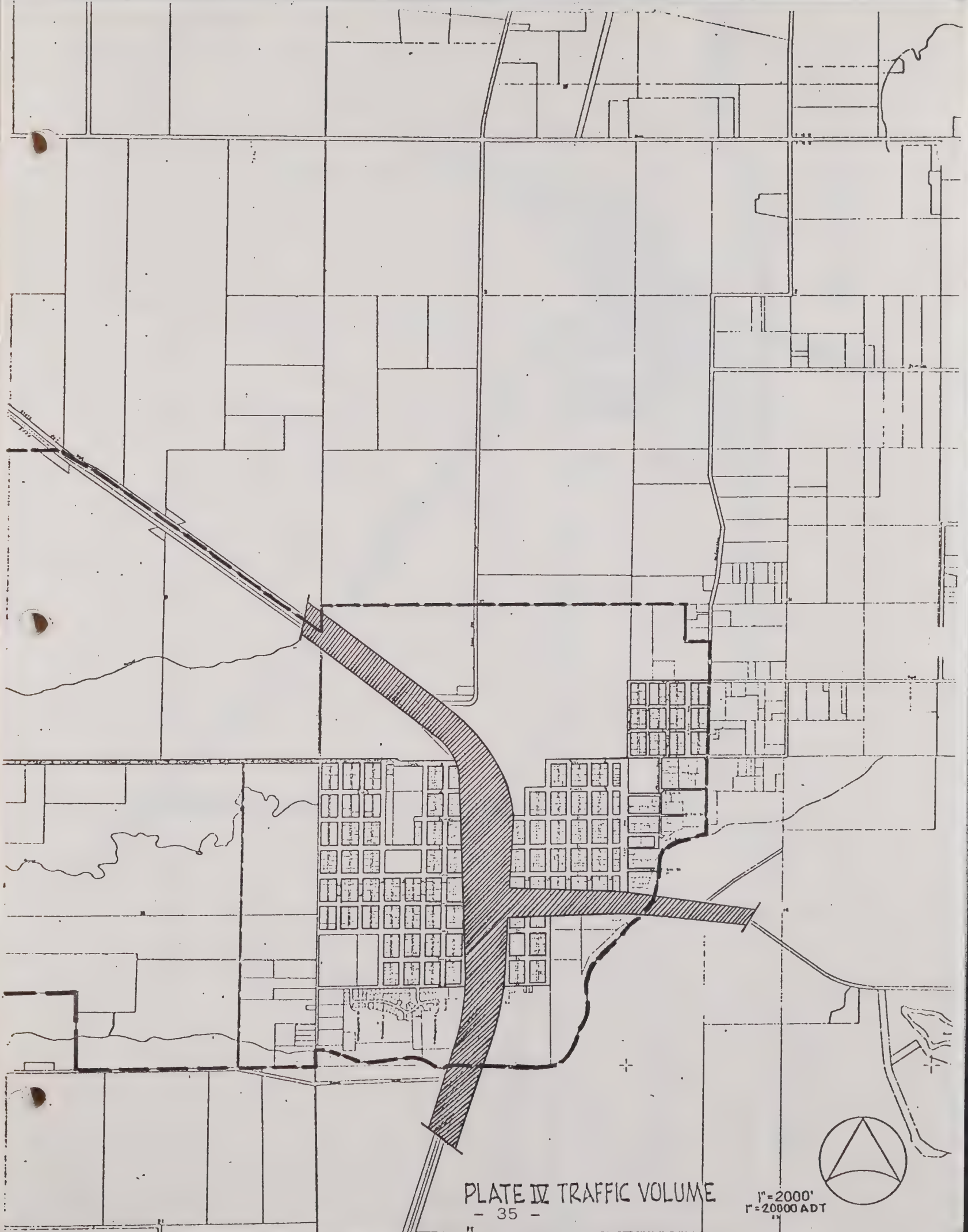


PLATE IV TRAFFIC VOLUME
- 35 -

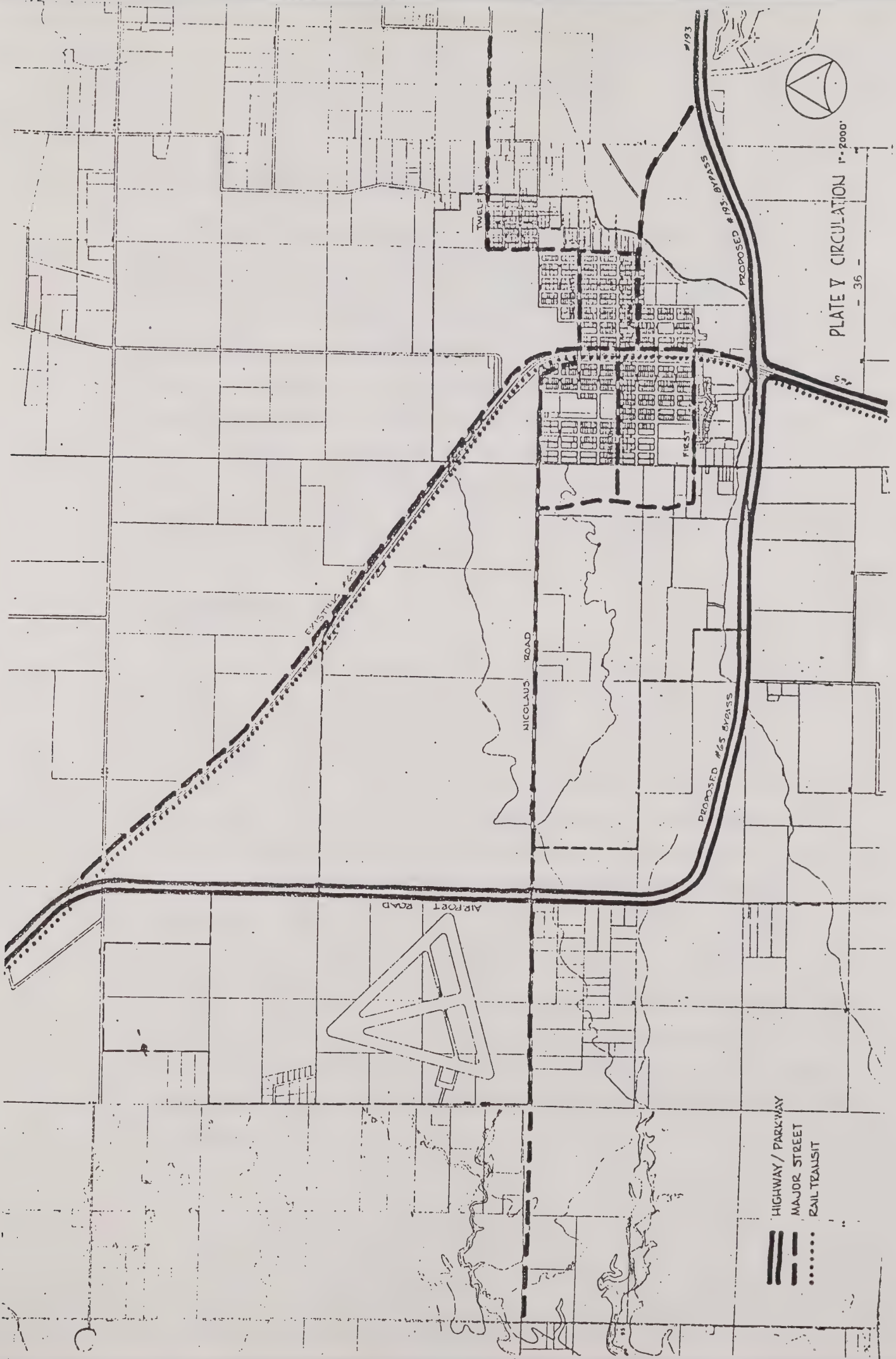
1" = 2000'
1" = 20000 ADT



PLATE V CIRCULATION 1"=2000'

- 36 -

- HIGHWAY / PARKWAY
- MAJOR STREET
- RAIL TRAIL



RAIL AND PUBLIC TRANSPORTATION

In the foreseeable future, it is doubtful that population and origin destination considerations will support rail mass transit. However, given changing conditions, it is worthwhile to consider the existing rail system for future use as part of a standard rail transit system. It is possible that a demand could be generated for bus transit systems throughout South Placer County. Routes 65 and 193 would be the logical base for an inter-city system of bussing. It is also possible that future mini-bus service could be supported using the major streets as the service area.

AIR TRANSPORTATION

The Lincoln Airport is one of the best of its kind in northern California. At present, the 3,700 foot runway accommodates about 200 take offs and landings per day. Some 150 of these are generated locally. There are 75 aircraft based at the field and of these, 24 are Fixed Base Operations. The FBO's employ about 20 local people. Future growth in operations is limited by the lack of facilities and air-oriented commercial cargo shipments. There is ample room for parking, tiedowns, hangers, and support buildings, as well as, airport related industrial development. The major constraint to industrial growth is the lack of airport related cargo and on-site utilities to service any new development. The Airport is a potentially valuable asset for recreational, commercial and industrial activities and can also be vital in emergencies.

NON-MOTORIZED TRANSPORTATION

Non-motorized transportation includes hiking and riding trails, as well as, bicycle routes. Hiking and riding trails can be easily established in flood plains and other open space categories and should connect points of interest or convenience to riders and hikers. The trail system shown on Plate VI follows Auburn Ravine and the north branch of Markham Ravine through the City. These should be coordinated with Placer County as part of a County-wide system.

Bicycle routes should link together places of interest and convenience to the bikers with emphasis on the facilities related to school age children. These facilities should include schools, parks, the library, shopping centers, and individual neighborhoods. The loop route follows East Avenue, McBean Park, D Street, First Street, O Street, and Fifth Street, with extensions north through the High School to Nicolaus Road, and north along East Avenue to Carlin Coppin School.

This System could be extended west along Nicolaus Road and east on 12th Street if it could be coordinated with the County to reach outlying neighborhoods. Except through the Park and High School, it is proposed that the routes be integrated with existing streets, striped and officially designated. Precise design should be developed with a special committee, including representatives of the Police Department, the School District, and the Recreation Committee.

Special consideration should be given to the construction of a railroad grade separation. Because

of fatal and near fatal accidents at Fifth Street and Seventh Streets, these locations should be studied as part of a precise circulation plan.

NOISE ELEMENT

Noise is a nuisance wherever it occurs. Not only does the penetration of external noise into living and working areas affect the mental and physical well-being of people, but the value of properties decrease with increasing loudness. Noise may be defined as an unwanted sound, or a resonance which is undesirable because of interferences with speech and hearing. Excessive noise levels can result in permanent hearing loss. Noise is often subjective, but is generally objectionable.

In 1971, the Government Code was amended to include a Noise Element as a required part of a General Plan (Section 56302) (g). The provisions are:

"A Noise Element is quantitative, numerical terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements. These include, but are not limited to, the following:

1. Highways and freeways.
2. Ground rapid transit systems.
3. Ground facilities associated with all airports operating under a permit from the State Department of Aeronautics."

The Noise Element is a basis for the City to control and/or abate excessive noise levels and sources. Noise sources relate to all major modes of transportation and include: highways and freeways, primary, arterial, and collector streets, railroad operations, local stationary noise sources, and other noise generators in the community.

NOISE LEVELS

Noise levels can be expressed as a single occurrence or event, an average single event noise exposure level (SENEL), or the average day/night sound level (L_{dn}). The average day/night sound level is most easily converted to noise contours and will be used in this text.

Noise levels are recorded and presented in decibels (dbA) on a decibel meter. A single event, such as a truck passing a given point, is measured by intensity. A range of single event intensities is recorded over a short period of time, resulting in an average single event intensity level. The average daily traffic volume (ADT) is determined by count. The ADT is divided into night and day volumes. The night volume can be weighted due to a lower ambient, or background, noise level and thus higher annoyance levels. Once the average day/night sound level is determined, noise contours are mapped. These are measured in 5 dbA intervals beginning with 60 dbA. The resulting Noise Contour Map, see Plate VII, provides an assessment of noise sources and is useful in determining compatible land uses within the influence of high-level sources such as major streets, highways, railroads, and airports.

Ultimately, maximum noise tolerances may be established by the City in the vicinity of fixed noise sensitive uses such as schools, hospitals, and residential neighborhoods. Also, fixed noise sources such as factories and other industrial uses may be protected from encroachment by noise sensitive uses.

NOISE SOURCE

Noise levels and contours along streets and highways in, and adjacent to, the City have been developed with use of the Day/Night Average Sound Level (L_{dn}) method, developed by Wyle Laboratories. This method allows the computation of sound levels weighted for frequency and time of occurrence.

The average day/night sound level can be derived from the following formula:

$$L_{dn} = \overline{SENEL} + N_e - 49.4 \text{ where}$$

$SENEL$ = energy mean value of the single event noise exposure level of vehicle passage

$$N_e = N_d + 10 N_n$$

N_d = the total number of events during the daytime (7:00 a.m. to 10:00 p.m.)

$10N_n$ = the weighting factor applied to night events as they affect the community noise level

49.4 = a constant equal to $10 \log (3600 \times 24)$ which normalizes the integrated noise exposure to one second.

The total number of events during the daytime and nighttime are 87 percent and 13 percent respectively, of the average daily traffic.

Locations chosen for direct recording are typical examples of conditions and correspond with known traffic counts. Readings were taken from mid-morning to late afternoon at approximately 20 feet from the source.

STATION	BACKGROUND (dbA)	RANGE (dbA)	VEHICLE TYPE
1. SE corner 7th & G	55	65-75	car/truck
2. 7th St. 50' E of R.R.	55	110	train
3. SW corner 7th & E	40	60-70	car
4. SW corner 5th & E	62	65-98	car/truck
5. NE corner McBean & G	60	70-95	car/truck
6. 7th 80' W of track	65	118	train

The type of vehicular traffic has a substantial effect on noise levels. Speed normally has its effect, but all readings were taken where traffic is limited to 25 mph. It is also noteworthy that the ambient, or background, noise level is an important factor in determining the nuisance value of a single or average event. The higher the ambient level, the smaller the incremental effect of any single reading. This is demonstrated by adding the effect of two simultaneous events. Two 90 dbA events add up to 93 dbA. The decibel scale, which measures human sensitivity to sound levels, is logarithmic and closely resembles actual human responses. The following chart illustrates the average day/night levels, based on actual recorded data.

STATION	SENEL	ADT	N_d	N_n	N_e	10 Log N_e	L_{dn}
1.	75	9,000	7,830	1,170	19,530	42.91	68.51
2.	65	2,500	2,170	330	5,470	37.38	52.98
3.	81	5,000	4,350	650	10,850	40.35	71.95
4.	83	9,100	7,900	1,200	19,900	42.99	76.59

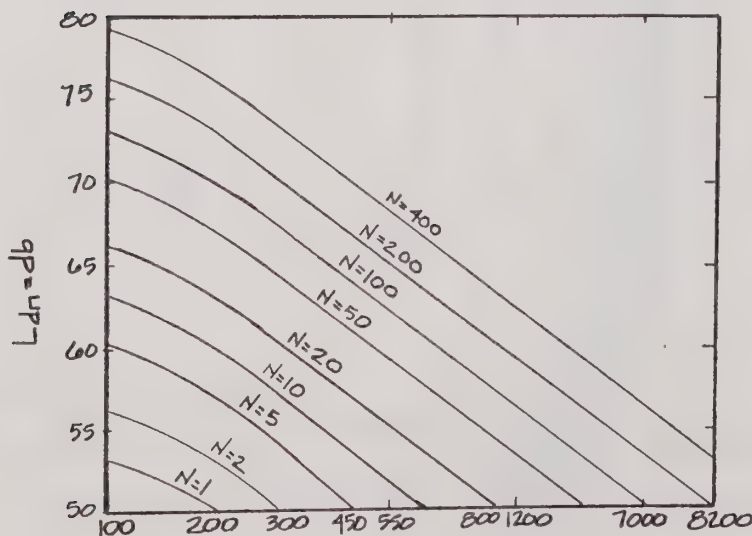
These levels are applied to actual horizontal measurements and illustrated on the Existing Noise Contours Map, see Plate VII.

The usual and accepted method of projecting highway noise contours is to relate ADT to projected community growth. This is a simple procedure when dealing with either freeways or four to six lane highways, where the capacity for additional traffic at high speed exists. As stated above, speed is the principle contributor when evaluating vehicular traffic noise. The formulas for extracting noise contours from ADT data are empirical and based on average freeway and highway speeds of 55 mph. They are used here as the only established and normally accepted basis for developing hypothetical contours. Plate VII illustrates these contours. The existing contours are a modified version of the formula based on actual readings taken in the field. They are sufficient for purposes of establishing a basis upon which to make certain land use decisions. For example, there are approximately 60 residential units which fall within the 65 dbA contour created by rail traffic which effect about 180 people. Most of the Central Business District also falls within this contour. Based on the Guidelines for Noise Compatible Land Use, this is a normally acceptable noise level. Rail traffic is not expected to increase substantially during the period of this Plan. However, the rail traffic noise levels may be acceptable to

some within the contours and unacceptable to others. The entire matter is highly subjective and contains too many variables to allow precise predication.

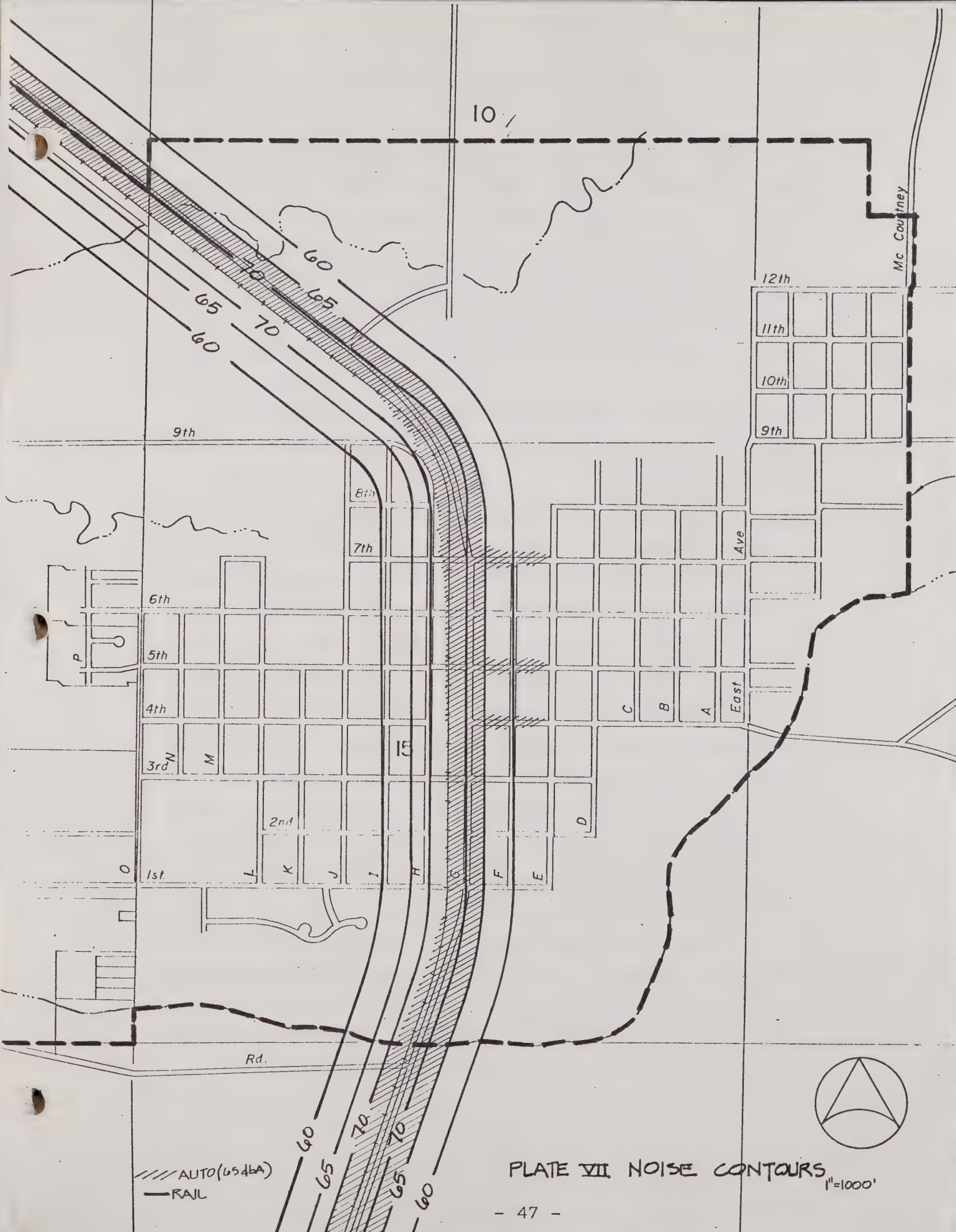
In regard to projected highway noise contours within the City, the only significant source is Highway 65. At present, the 65 dbA contour is wholly contained within the existing Central Business District. The ADT on Highway 65, between 4th and 7th Street, is near peak hour capacity at its present design. Since removing parking or demolishing existing buildings for widening purposes is impractical, a substantial increase in traffic will require a complete rerouting of Highway 65, west of any existing urban development and through compatible land uses. Based upon this, no projected highway noise contour is included in this Plan.

The railroad was monitored separately from streets and highways. The average noise levels are determined by a simplified formula and chart. Southern Pacific Railroad Company Representatives estimated the peak daily operations to be 2 passenger trains and 28 freight trains per day, with an average freight train length of 90 cars. The estimated average speed is 30 mph.



N = equivalent number of operations
 N_d = number of daytime operations (7:00 a.m. to 10:00 p.m.)
 N_n = number of nighttime operations (10:00 p.m. to 7:00 a.m.) (weighted ten times)

DISTANCE FROM TRACK IN FEET



10 /

Mc Courtney

12th

11th

10th

9th

9th

8th

7th

6th

5th

4th

3rd

1st

2nd

L

K

J

I

H

G

F

E

D

C

B

A

East

Ave

Rd.

/// AUTO (65 dBA)
— RAIL

PLATE VII NOISE CONTOURS



1"=1000'

Although schedules vary, it is estimated that an average of 25 trains per day pass through Lincoln. This breaks down to 20 during the day and 5 at night.

$$N = N_d + 10 N_n = 20 + 50 = 70$$

From the chart on the preceeding page, the L_{dn} is 72 dbA at a distance of 100 feet. For the purpose of establishing contours, the 70 dbA level occurs at 160 feet, the 65 dbA at 320 feet and the 60 dbA at 580 feet. This is illustrated in Plate VII.

As stated previously, no substantial increase in rail traffic is projected within the time frame of this Plan.

Aircraft noise affecting the City is being created by the takeoffs and landings at the Lincoln Airport. Noise generated by aircraft varies with altitude and power. Generally, aircraft will be at altitudes greater than 2,000 feet while over most of the City and will not be significant noise generators. Noise levels of aircraft takeoff and landing operations can be measured and plotted in the vicinity of the Airport. The recommended formula is the Community Noise Equipment Level (CNEL). Using 90 dbA as the average maximum noise level of a single event, which is established by direct measurement, and the maximum number of daily events based on practical annual capacity, the 65 dbA contour occurs about 200 feet from either end of the runway. The land area used for the Airport runway retains this contour wholly within the Airport property. This contour is illustrated on Plate VIII.

The 65 dbA noise contour was developed from the maximum physical capacity of airport operations and falls entirely within City owned airport property. The City recently zoned all of the airport land and incorporated

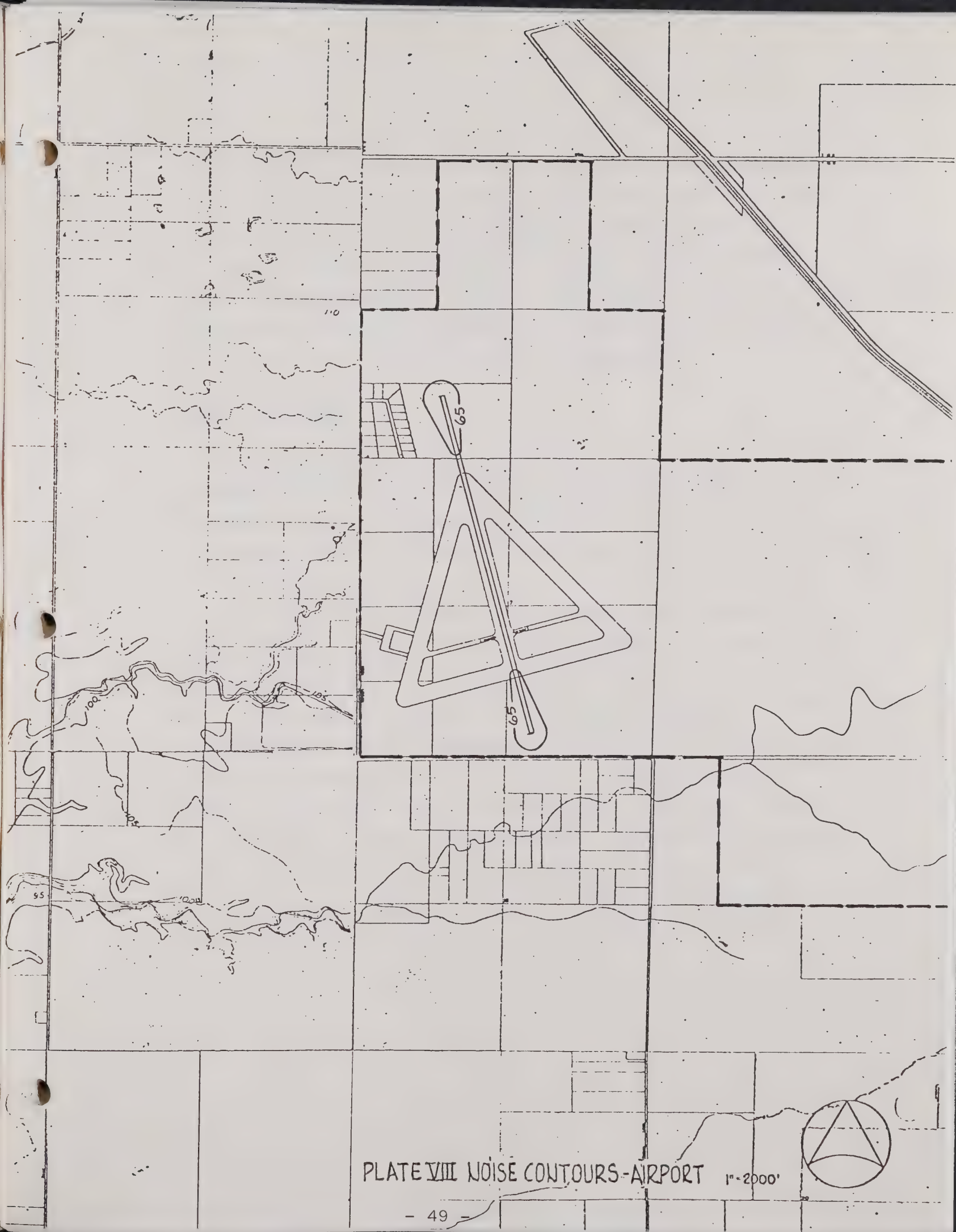


PLATE VIII NOISE CONTOURS-AIRPORT 1"=2000'

properties for industrial uses, which will be compatible with future airport operations. The County recently zoned all unincorporated land to the north, south, and west as either low density residential with 5 acre minimums or agricultural. Both of these zonings are compatible with future airport operations. The City and County by zoning and the City by the purchase of land have mitigated any future conflicts with airport operations.

NOISE INVENTORY

A community noise exposure inventory provides an estimate of the types of land uses and persons exposed to various levels of noise in the community. The L_{dn} ratings for noise compatible land uses are summarized in the Implementation Section.

A land use defined as clearly acceptable for the given L_{dn} noise environment, implies that the highest level in that range is the maximum desirable for existing or conventional construction that does not incorporate special acoustical treatment. Land uses described as normally acceptable or normally unacceptable should include the consideration of the amount of exterior to interior noise reduction provided by the structure, and the time spent outside the structure. Limits vary according to the individual's response to noise. If people are accustomed to a quiet residential district, the limits could drop five decibels, and with more external noise, these levels may increase five decibels.

Noise reduction may be accomplished by administrative programs or controls by the City, and design innovations by architects, developers, and builders. The City may choose to control noise by ordinance, zoning, by regulating against incompatible uses and/or subdivision and development design control. These methods of noise reduction may include acoustical construction, and noise barriers.

IMPLEMENTATION

A noise ordinance should be established which concerns itself with fixed sources. Certain maximum permitted dbA levels should be adopted for various types of uses. For example, these maximum levels might be established as follows:

Residential zones, schools, hospitals.....	65 dbA
Business and Professional zones.....	70 dbA
Commercial, wholesale, & retail zones.....	75 dbA
Industrial zones.....	80 dbA

The Land Use Element and Circulation Element are designed to segregate uses, partly based upon these noise level considerations.

The City's policies on noise should include information programs which would provide an awareness of noise and reduction methods, the support of efforts to reduce noise levels within the community and the home, and the review of new developments that would increase the ambient levels near noise sensitive areas. To this end, the City should:

1. Adopt noise reduction methods and controls as a part of the planning and building permit review.
2. Review development plans for noise compatibility prior to the issuance of building permits.

3. Develop noise information to assist the building department in the enforcement of the State noise insulation standards.
4. Develop and require noise reduction standards in specifications for new City equipment purchases.

ECONOMIC BASE ELEMENT

An analysis of the economic base of Lincoln is an essential element in assessing the economic prospects for the future. The part Lincoln plays in the growth of the region depends on both public and private efforts to attract and guide development into the area. Economic studies may be complex and extremely involved, but in the following discussion, only general principles are used to examine the economy, and their implications to land use and related elements.

The economic base of any area is determined by the import/export balance. Most raw materials are found in the area and their increased value by processing results in an income from the finished products that are exported to markets outside the area. Local products for export include, tile pipe, floor and roofing tile, plastic products, agricultural supplies and equipment, canned fruits, and additional minor exports.

The income derived from jobs outside the planning area is significant and plays a major role in the local economy. It is estimated that about 35% of the labor force have jobs located outside the City. This income is spent largely for convenience goods and services within the local area because of the lack of variety of consumer goods. Roseville, Sacramento City, and County shopping centers take a large share of local sales dollars for the more durable purchases.

Presently, the City's Central Business District functions as a neighborhood type retail trade center in acreage goods and services. However, as the population base expands, a more definite central core will emerge. A downtown center extending from the Southern Pacific Railroad east to E Street, and from 7th Street to 4th Street is possible. Highway-oriented commercial services

will continue along State Highway 65. During the planning period, it is predicted that regional shopping centers will not develop. West of the railroad, only a small neighborhood store should be approved so that the central area might grow as planned.

The retail outlets surveyed in the summer of 1976 are listed as follows:

RETAIL OUTLETS
1976
LINCOLN, CALIFORNIA

<u>TYPE</u>	<u>NUMBER</u>	<u>EMPLOYEES</u>
Retail Merchandising	18	48
Markets	8	43
Auto Dealers/Products	11	32
Financial & Agencies	6	7
Professional	6	7
Food & Drink, Entertainment	11	50
Personal Services	<u>13</u>	<u>20</u>
Total	73	207

With the exception of an automotive dealer and one furniture store, most other retail outlets are service-oriented. Of the 88 business licenses issued, 62 were for business establishments with the balance representing home occupations or distribution franchises. The limited shopping opportunities in Lincoln are functions of a limited trade area, a small population and low family incomes.

Compared to Placer County, Lincoln incomes were very low, especially in the range of \$5,000 - \$9,999. Family income for 1970 was distributed as follows:

FAMILY INCOME Range in Dollars - 1970	PERCENT	
	Lincoln	Placer County
- \$ 4,999	17.6%	19.4%
5,000 - 9,999	57.0%	27.5%
10,000 - 14,999	15.8%	27.0%
15,000 - 24,999	8.5%	17.0%
25,000 -	1.2%	4.1%
Median Family Income	\$7,865	\$9,726

After deductions for housing, taxes, insurance, etc., the amount of spendable family income of \$7,856 is very low in comparison to a County-wide median of \$9,726. With over thirty-five percent of the population receiving public assistance or welfare income, only subsistence purchases are affordable. The high percentage of public assistance recipients is a major area of critical public concern. Data should be developed to determine if the City exceeds the State-wide average.

The labor force consisted of about 1,000 men and women in 1970 and unemployment reached 11% compared to a State-wide average of 7.3%. In 1975, the labor force was 1,173 and consisted of 759 males and 414 females. Women employed in Lincoln have increased by 28% since 1960, indicating better work opportunities for those seeking other than service and domestic work.

The occupational distribution of Lincoln area workers in comparison to Placer County is as follows:

OCCUPATIONAL DISTRIBUTION

1970

	Percent	
	Lincoln	Placer County
Professional	11.6	14.8
Managerial	7.7	10.3
Sales	4.1	7.0
Clerical	11.4	15.3
Craftsman	17.0	17.1
Operative	17.2	6.7
Transport	6.0	3.6
Labor	6.7	5.3
Farm Worker	1.7	3.3
Service	12.2	15.3
Private	4.2	1.3
Industrial Workers		
In Manufacturing	29.6	8.9
Class of Workers		
Private	70.6	61.3
Governmental	23.4	28.0
Self-employed	4.4	9.7

AGRIBUSINESS

Lincoln was located to serve a vast agricultural hinterland, and was established initially for the storage of grain crops. Now Lincoln provides goods and services to both an urban and farming trade area. The major limitations to an expanding agricultural base are the unsuitable soils and the lack of affordable irrigation water. It has been the servicing of this industry which

has had a stabilizing influence on the local economy. This sector of the economy is extensive, supplying wheat, other field grains such as rice, and livestock farming. The ranching operations rely heavily upon the services and supplies in Lincoln. Thoroughbred race horses and breeding are major businesses in the north area. The list of farm commodities below and the value indicates the importance of agriculture to the local economy.

TEN LEADING FARM COMMODITIES

1973

<u>Produce</u>	<u>Sales in Dollars</u>
Cattle and Calves	\$24,482,000
Corn	17,166,000
Milk	12,038,000
Pears	10,191,000
Rice	6,859,000
Tomatoes	6,278,000
Hay	5,425,000
Wheat	3,727,000
Safflower	3,695,000
Milo	<u>3,285,000</u>
Total Sales	\$93,146,000

Source: Placer County Agricultural Commission, 1973

SUMMARY OF PRODUCTION

1973

	<u>Rank</u>	<u>Value of Dollars</u>
Fields Crops	1	\$51,300,000
Livestock and Poultry	2	27,585,000
Livestock and Poultry Products	3	15,253,000
Fruit and Nut Crops	4	10,953,400
Vegetable Crops	5	<u>7,521,700</u>
Total Value		\$112,613,100

Source: Placer County Agricultural Commissioner, 1973

Turkey raising produces over 500,000 birds for shipment throughout the country and provides seasonal work during peak demand periods. East of Lincoln is a large orchard area that is the source of fruits for the local packer.

INDUSTRY

The largest basic industry in Lincoln is the Gladding McBean Division of Pacific Coast Building Products, formerly Interpace. This company employed 243 workers in 1976, 220 factory and 23 salaried. When Interpace terminated operations and the new owners assumed management, employment was dropped to 125 workers in March of 1976. Prospects are for the stabilization of a 250 person work force. This plant was located in Lincoln in 1875 adjacent to large clay reserves and occupies about 250 acres north of town. The production of ceramic pipe is closely related to the construction industry and Gladding McBean is one of two plants in California which produce clay pipe. The Lincoln plant produces 4 inch to 42 inch diameter pipe with the 42 inch diameter shipped to the company's corporate facility. The market area for

this production is the entire state of California, Salt Lake City, and the southwest States. Another product produced at the plant is glazed floor tile. Management is considering the expansion of its existing roofing tile capacity. Terra Cotta, which is used for exterior veneer of commercial buildings, is also an important product. Gladding McBean is the only plant manufacturing this product in the United States.

SUNSET INDUSTRIAL DISTRICT

This is approximately a 4,000 acre industrially zoned area, located five miles south of Lincoln, at the west and east side of the Southern Pacific Railroad and west of Highway 65. Large sites reasonably priced, the availability of water and sewage disposal, rail, the central location to market, and a large semi-skilled labor force were the major locational factors for the Formica plant to be the first in the District. The following is a list of industries in the District and the number of persons employed:

SUNSET INDUSTRIAL DISTRICT						
Historical and Projected Employment						
Year	Formica	Alcan Cable	American Olean	Western Electric	Reynolds Metals	Totals
1966	25					25
67	300					300
68	325	60				385
69	350	80				430
70	375	100				475
71	400	120				520
72	425	140				565
73	425	160				585
74	450	180	85	75		790
75	475	150	95	131	30	881
76	495	149	108	127	195	1,074
1977	500	150	108	130	197	1,085

Companies located in the District produce the following goods:

1. FORMICA laminated interior plastic and, other than the home plant in Cincinnati, this facility is the only one in production west of the Mississippi River.
2. ALCAN CABLE a widely diversified national corporation serving utility and industrial power industries with power transmission, distribution conductors and underground distribution cables.
3. AMERICAN OLEANS produces ceramic floor tile.
4. REYNOLDS METALS produces 1.8 billion aluminum can tops a year; absorbed about 50% of the workers terminated at Interpace.

Located also at the District, but as a warehousing and distribution facility only is:

5. WESTERN ELECTRIC provides parts and supplies consisting of all equipment except the telephone instrument within its western regional States.

The geographical distribution of the employees in the Sunset Industrial District in relation to the region is shown on the following page.

	LINCOLN	ROSEVILLE	LOOMIS	ROCKLIN	NO. EMPLOYEES	% IN LINCOLN
FORMICA	49	108	31	23	497	10%
REYNOLDS METALS	25	28	7	14	197	13%
ALCAN CABLE	8	24	12	8	149	5%
WESTERN ELECTRIC	19	27	9	22	127	15%
AMERICAN OLEAN	19	44	16	11	108	18%
Totals	120	231	75	78	1,078	11%

The remainder of employees live in the Sacramento area and widely scattered locations, mainly along a corridor of Interstate Highway 80. Many of the salaried management personnel live in the Sacramento urban area.

The fact that only 11% of all workers in 5 large industrial plants live in Lincoln seems to indicate a need to encourage a smaller, less specialized local industrial base. The planned industrial area adjacent to the Lincoln Airport offers opportunities which could strengthen the economy when developed.

Smaller, but important local industries in, and adjacent to, the Lincoln area are:

<u>COMPANY</u>	<u>EMPLOYEES</u>
G. & S. Ready Mix	29
Lincoln Clay Co.	12
Placer Fabrication Co.	10
Powder River Ranch Equipment Co.	5
Diamond Truss Mfg.	3
Malotte Mfg. Co.	4
Walter Jansen & Son	12
Lincoln Machine Shop	2
Lincoln Cold Storage Co.	5
Laurel Wood Products	8
Jiffie Fit	<u>5</u>
Total	95

Ranking after Gladding McBean with 243 employees, the Western Placer Unified School District employes 89 teachers and administrators, together with 44 supporting personnel. The City of Lincoln is the third largest employer with 33 full and part time employees.

POPULATION CHARACTERISTICS AND PROJECTIONS

The most recent estimate of population growth for the City of Lincoln was prepared by the State Department of Finance in January 1976 which indicated 3,615 people in Census Tract 214. The Census Tract boundaries are essentially the same as the City limits. The rural unincorporated area surrounding the City had a population of 4,182. This area of Western Placer County grew at a rate faster than the City and the County, but a net decrease in 1970 was noted.

Population figures in Table 1 indicate an erratic pattern with an early period of adjustment prior to 1940.

TABLE 1
POPULATION: 1900 - 1975

<u>Year</u>	Lincoln		Unincorporated		Placer County	
	C.T. 214 <u>Number</u>	<u>Percent Increase</u>	C.T. 213 <u>Number</u>	<u>Percent Increase</u>	<u>Number</u>	<u>Percent Increase</u>
1890	961				15,101	
1900	1,061	10.4			15,786	4.5
1910	1,402	32.1			18,237	15.5
1920	1,325	- 5.5			18,584	1.9
1930	2,094	58.0			24,468	31.7
1940	2,044	- 2.4			28,108	14.9
1950	2,410	17.9			41,649	48.2
1960	3,197	32.7	3,542		56,998	36.9
1970	3,289	2.9	3,424	- 3.3	77,306	35.6
1975	3,615	8.9	4,182	22.1	90,975	17.7

The post-war years and the expanding economy of the fifties and sixties showed increases in migration with the rate approaching 9% by 1975.

During the first six months of 1976, 28 new units were constructed. Assuming an occupancy rate of 3.1 persons per household, 3,917 were living in Lincoln in September 1976. This population figure is the baseline for projections. Other growth projections and estimates have been prepared by various agencies and are summarized as follows:

1. The Comprehensive Plan of 1970 combines Census Tract 213 and 214 for Lincoln yielding a total of 7,795 people for all of the Western Placer Unified School District. The Plan also shows the following projections:

TABLE 2
POPULATION PROJECTIONS
LINCOLN AREA - PLACER COUNTY
1975 - 1985

	<u>1965</u>	<u>1975</u>		<u>1985</u>	
		<u>Low</u>	<u>High</u>	<u>Low</u>	<u>High</u>
LINCOLN AREA	6,000	8,500	12,500	13,000	23,500
PLACER COUNTY	68,270	97,840	101,800	142,000	146,000

This projection appears to assume that the rural portion of the District will continue to grow more rapidly than the urban area and offset a low or sporadic growth rate.

2. The Sierra Planning Organization Study estimates a 1975 population of 3,502 or 313 new people since 1970, for an increase of 8.9%, see Table 3. The percentage increase from 1960 to 1970 was 3.0%. A graph showing the growth relationship of Lincoln to the cities in a three county region is detailed in Graph 1. Except

for Auburn, Lincoln is expected to grow least of all the cities of this study area.

3. The 1970 Housing Element for Placer County¹ contains "Chart 16 Census Tract 214" which projects a permanent population at the year 2,000 of 4,000 people. This flat growth curve approximates 3,800 people for 1995, or about 1,250 less than was estimated by the Sacramento Regional Area Planning Commission. This projection of growth is substantially low and for this reason should be rejected.

Projecting numbers of people into the future is important in setting development policies and levels of City services required by the public. Cost/benefits may be analyzed as a helpful budgetary and administrative aid. The longer term projections may be satisfactory for growth trends, but shorter estimates should be adjusted and updated periodically. Major influences upon growth trends for the Lincoln area would include declining job opportunities, or new economic development, migration in and out of the City, smaller family sizes, lower fertility rates, late forming of family units, or an ageing population are some influences.

It is possible to establish growth guidelines by staging capital outlays for water and sewer in relation to design capacity and budgetary limits. Premature extensions of water and sewer service areas do not guarantee

1. The Placer County Housing Element, except for Chart 16, is incorporated entirely as it relates to Lincoln and is a part of this Element.

industrial, residential or commercial growth. The lack of timing of public improvements impacts heavily upon an already distressed home owner by increases in taxes or by pre-emptying other sources of revenue.

Community discussions have led to the conclusion that the first phase of planning should concentrate on a holding capacity of about 12,000 people within the general area by 1986 and an urban population in Lincoln of 5,800 people. This approximates the existing wastewater treatment capacity of the City. The demographic study for the Western Placer Unified School District concluded that...

"only about 600 additional housing units can be served with the new sewer system and growth will be restricted to that number unless the capacity of the sewer system is again increased"

At a construction level of about 50 new housing units annually, the new sewage treatment plant would be able to handle this growth for about 12 years. New loads to the system would result in the annexation of adjacent County urban areas. For many communities, annexation of unincorporated territory is a major source of population increases. However, Lincoln should not plan to expand its population base in this manner, but provide a high level of services for City residents who are, or will have paid for the facilities.

SUMMARY

Lincoln will grow at a rate between 2.5% and 3.0% during the next ten years and will reach a population of about 6,000 at the 3.0% rate in 1990. The 6,000 population mark will be reached by 1986 if the single family building permit activity averages 50 units per year, see Table 5.

Unknown new industrial development, or only one new industry, could quicken the growth rate because of the small population base. Major community improvements could attract new people who have otherwise chosen Roseville, Loomis, Rocklin, or Auburn as places of residency. The next five years of growth will provide a larger skilled and semi-skilled labor force and with public and new private investments, the rate of growth will be strengthened and the local economy less subject to periodic slow downs.

TABLE 3

URBAN POPULATION GROWTH WITHIN THE REGION BY PLACE OF OCCURRENCE
1970 - 1975

County	Place of Occurrence	Urban Population		Change, 1970 - 1975		% Of Region
		1970	1975	Number	% of 1970	
REGION TOTAL		54,492	66,736	12,244	22.5	100.0
EL DORADO	Placerville	5,416	5,809	393	7.5	3.2
	South Lake Tahoe	12,921	18,885	5,964	46.2	48.7
NEVADA	Grass Valley	5,149	5,636	487	9.5	4.0
	Nevada City	---	2,473	2,473	N/A	20.2
PLACER	Auburn	6,570	6,663	93	1.4	0.8
	Lincoln	3,289	3,502	313	8.9	2.6
	Rocklin	3,039	3,502	463	15.2	3.8
	Roseville	18,221	20,266	2,045	11.2	16.7
SIERRA	--	---	---	---	---	---

Source: California Department of Finance, Census Report for El Dorado, Nevada and Placer Counties, July 1975. U.S. Bureau of the Census, Census of Population: 1970, General Population Characteristics. Final Report. PC (1)-B6, California.

TABLE 4

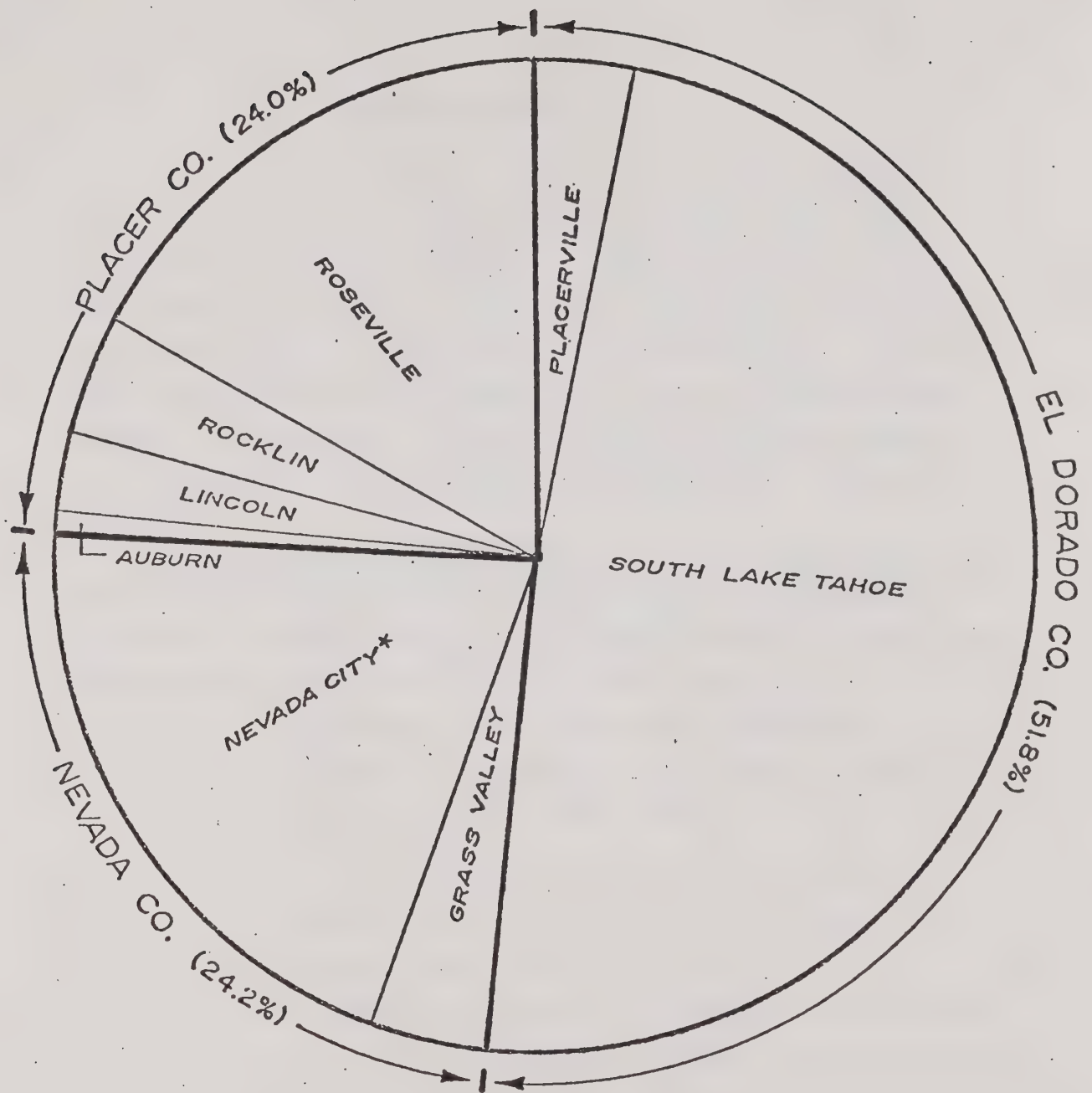
POPULATION BY AGE GROUPS

1975

AGE GROUP	LINCOLN C.T. 214		PLACER COUNTY		UNINCORPORATED C.T. 213	
0-4	283	7.9%	5,288	5.8%	241	5.8%
5-9	330	9.2%	6,937	7.7%	347	8.3%
10-14	394	10.9%	9,145	10.1%	526	12.6%
15-19	403	11.2%	9,004	9.9%	463	11.1%
20-24	284	7.9%	6,935	7.7%	228	5.5%
25-34	444	12.3%	12,937	14.3%	488	11.7%
35-44	406	11.3%	11,295	12.5%	620	14.9%
45-54	370	10.3%	10,634	11.7%	547	13.1%
55-64	298	8.3%	8,696	9.6%	407	9.8%
65-74	249	6.9%	6,357	7.0%	208	5.0%
75+	142	3.9%	3,377	3.7%	99	2.4%
	3,603		90,605		4,174	

TABLE 5
ESTIMATED GROWTH PROJECTIONS
City of Lincoln
1976-2000

September 1976		2.5%	3.0%	4.0%	6.0%
Base: 3,917					
	1977	4,015	4,035	4,074	4,152
	1978	4,115	4,156	4,237	4,401
	1979	4,218	4,281	4,406	4,665
	1980	4,323	4,409	4,582	4,945
	1985	4,891	5,151	5,570	6,615
	1990	5,533	5,969	6,992	8,851
	1995	6,260	6,917	8,504	11,842
	2000	7,083	8,016	10,343	15,845
Increase Over					
Base:	1986	<u>+1,096</u> 28.0%	<u>+1,389</u> 36.0%	<u>+1,880</u> 48.0%	<u>+3,098</u> 79.0%
Increase Over					
Base:	2000	<u>+3,166</u> 81.0%	<u>+4,099</u> 105.0%	<u>+6,426</u> 164.0%	<u>+11,929</u> 305.0%



GRAPH I
NUMERICAL COMPOSITION OF THE
URBAN POPULATION GROWTH OF
THE REGION BY PLACE OF
OCCURRENCE , 1970-1975

HOUSING ELEMENT

Section 65302 (c) of the California Government Code requires a Housing Element as part of Lincoln's adopted General Plan which... " shall consist of standards and plans for the improvement of housing and for provisions of adequate sites for housing." It was the legislative intent that each city and county would strive to find ways to meet the basic housing needs for all residents, particularly the elderly and low income groups.

General Plan Guidelines, prepared by the California Council on Intergovernmental Relations state that at least four broad goals of the Housing Element have been identified. These goals are as follows:

1. To promote and insure the provision of adequate housing for all persons regardless of income, age, race, or ethnic background.
2. To promote and insure the provision of housing selection by location, type, price, and tenure.
3. To act as a guide for municipal decisions and how these decisions affect the quality of the housing stock and inventory.
4. To promote and insure open and free choice of housing for all.

EXISTING HOUSING

As of the 1975 special census conducted by Placer County, population and housing information for Lincoln, Census Tract 214, and Census Tract 213 comprising the unincorporated area around the City are both related to total County figures. These figures are shown in Table 6.

TABLE 6
POPULATION AND HOUSING

	LINCOLN C.T. 214	UNINCORPORATED C.T. 213	PLACER COUNTY
Total Housing Units	1,223	1,454	40,542
Vacant Housing Units	61	153	9,145
Household Population	3,600	4,148	88,847
Group Quarters Pop.	13	34	2,128
Total Population	3,613	4,182	90,975

The 1970 census figures for housing units established a base of 1,037 for Census Tract 213 and 1,068 for Census Tract 214. New construction as of December 31 of each year is shown as:

TABLE 7
HOUSING INVENTORY
UNITS CONSTRUCTED

Year	Lincoln No. (%) End Bal.	Unincorporated No. (%) End Bal.	Placer County No. (%) End Bal.
4-1-70	1,068	1,037	30,438
1970	29 (2.7%) 1,097	12 (1.1%) 1,049	1,045 (3.3%) 31,481
1971	25 (2.2%) 1,122	56 (5.1%) 1,105	1,405 (4.3%) 32,886
1972	29 (2.5%) 1,151	59 (5.1%) 1,164	2,168 (6.2%) 35,154
1973	5 (0.4%) 1,156	57 (4.7%) 1,221	2,084 (5.6%) 37,138
1974	34 (2.9%) 1,190	31 (2.5%) 1,252	1,539 (4.0%) 38,677
1975	87 (6.8%) 1,277	52 (4.0%) 1,304	1,448 (3.6%) 40,125
Total Growth Since 1970	209 (19.6%)	267 (25.8%)	9,689 (31.8%)

By July 1976, twenty-eight new houses were constructed, mostly in the Valley View Estates subdivision, bringing the total housing stock to 1,305 units for Lincoln, including 64 mobile homes in Sunset Villa and 91 multiple family units.

The special 1975 Placer County Census did not include data on housing from which a comparison could be drawn with 1960 information, and for Lincoln questions asked were limited. However, the data presented in Table 8 is useful as a comparison to the County.

TABLE 8
HOUSING CHARACTERISTICS

	<u>LINCOLN</u>	<u>PLACER COUNTY</u>
Median Value of Owner-Occupied Units	\$ 11,700	\$ 18,200
Contract Rent	\$ 74	\$ 111
Percent of Rental Units of Less Than \$100 Per Month	54.2%	37.8%
Median Number of Rooms per Dwelling	4.7	4.8
Percent of Units 20 Years or Older	38.8%	63.9%
Percent of Households with Annual Income Less than \$4,000	17.6%	19.4%
Percent of Households with Greater Than 1.01 Persons Per Room	13.5%	8.1%
Median Family Income	\$ 7,865	\$ 9,725

HOUSING QUALITY AND DISTRIBUTION

Lincoln does not have topographic or local relief features which would set one area, or neighborhood, aside as being distinct from another. Therefore, the existing sound housing is interspersed among those needing major

improvements. New home construction westward of O Street is one notable exception. But the area is essentially a development without variation in style and 90% of the units are classified as sound. The Hoitts Homestead Addition in the northeast section of the City contains the largest percentage of unsound units (33%). Overall, about 42% of all dwelling units in the City were either deteriorating or unsound according to a visual survey conducted for the 1970 General Plan. This survey rated each residential structure from sound, which is needing only normal maintenance, to deteriorating, which would need more repair than regular maintenance and dilapidated, which should be removed from the market. A distribution of the condition of housing is as follows:

TABLE 9
CONDITION OF HOUSING

1960

LINCOLN	Total Housing Units	Sound	Deteriorated	Dilapidated
	988	<u>687</u>	<u>207</u>	<u>94</u>
% of Total		69.5%	21.0%	9.5%

Of the existing housing stock in Lincoln, about 41% of the units were constructed prior to 1940. But age alone does not explain the overall poor quality of housing. A combination of socio-economic factors are operating together and include some, or all, of the obstacles and constraints which limit housing in Lincoln. These obstacles and constraints may also limit housing production or home improvements and are outlined on the following page. Comparing census information with the visual survey, the quality of sound housing has dropped from 69.5% to 58% of the total units in Lincoln.

OBSTACLES AND CONSTRAINTS TO HOUSING

There are many constraints to providing adequate housing for the people of Lincoln. Those listed below specifically relate to the City and the people of Lincoln can have some control over them. These constraints are not ranked in order of importance.

1. Low income and a high unemployment rate.
2. Restrictions and/or moratoriums on new construction due to the lack of sewer and water capacity.
3. Lack of community amenities: parks, churches, cultural facilities and programs, open spaces, shopping, curbs, gutters and sidewalks, poor streets and circulation, a lack of shade tree plantings, etc.
4. Lack of community planning or poor zoning practices.
5. Lack of a program of zoning enforcement or code inspection of ensure compatibility of uses and quality of building, plumbing and electrical work.
6. Uncertainties of employment or the requirement to commute outside the Lincoln area.
7. Lack of citizen participation on housing and other public related issues.

Other constraints which apply generally to the national housing problems include:

1. Increasing cost of land, utilities, materials, labor, interest rates and fees.
2. Lack of interest by lending institutions to invest in older, deteriorating neighborhoods.
3. Property assessment practices and taxes.

HOUSING COSTS

Costs for housing, especially over the last ten years, have risen disproportionally to income and is the major limitation to achieving decent housing for all the people. With an income of \$700⁺ a month and the rule of 20% of income for monthly mortgage payments, or \$140 in available money, requires a government subsidized program before most people in Lincoln can exercise a choice between home ownership or continued renting.

Cost reduction methods: pre-fabrication of homes, factory built components, and other savings once held a promise to open the housing market to low and moderate cost housing production. Operation Breakthrough was an example of the failure of the combination of government, labor and the construction industry partnership to lower production costs. It was hoped that innovations in materials, factory built modules, and clustering of housing for development cost savings would reverse the trend, but no significant progress was achieved.

Financing is almost exclusively Federally assisted subsidies, or guaranteed housing, and programs are outlined at the end of this Chapter.

HOUSING PROBLEM: LOW INCOMES

Lincoln does not have adequate or safe housing to meet the needs of its residents at affordable prices. The high percentage of people with small incomes effectively removes them from home ownership. 33% of the housing units in Lincoln are renter occupied. The following table establishes the relationship between income, rent and housing.

TABLE 10
SUGGESTED HOUSING PAYMENTS

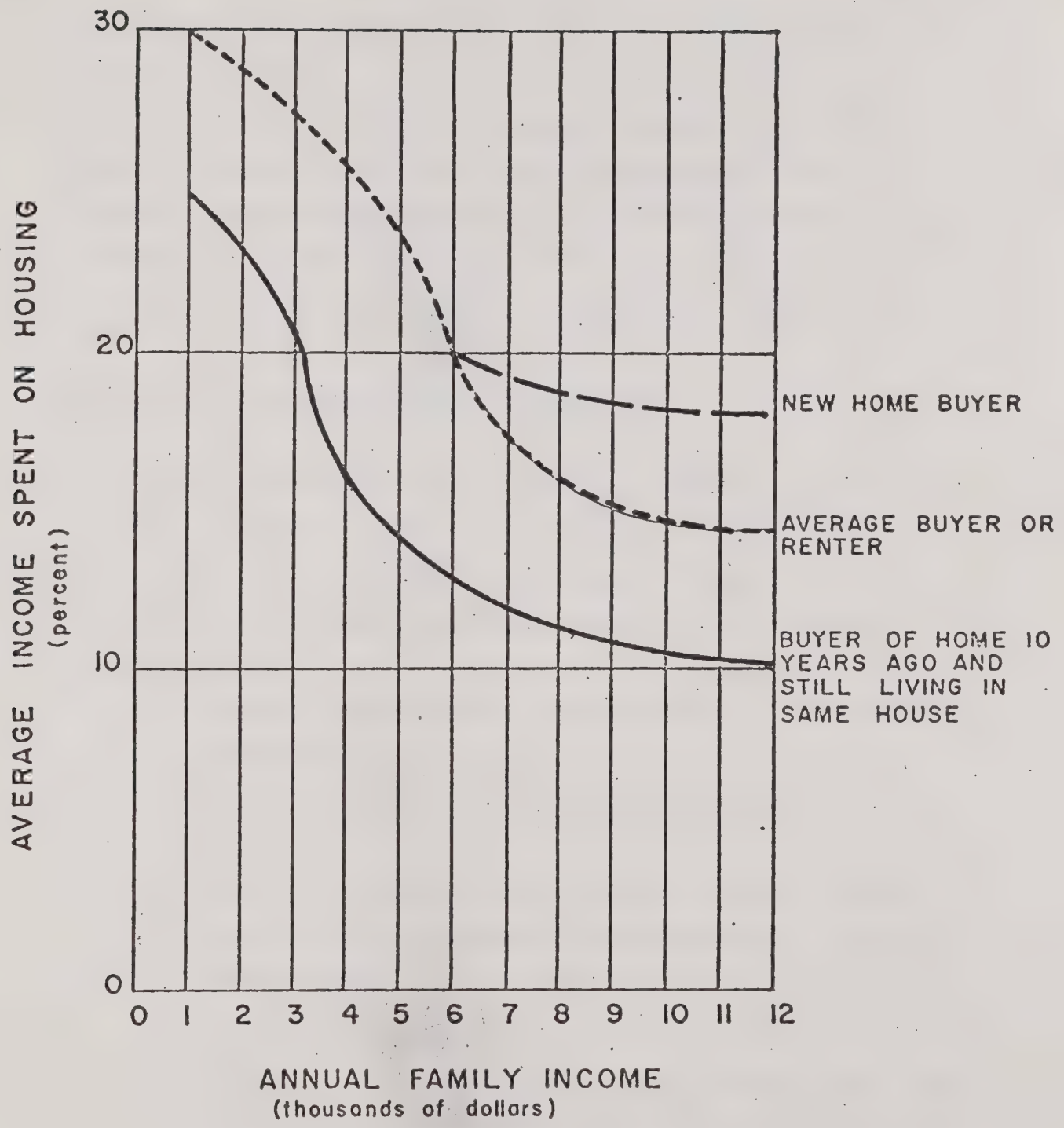
<u>Level of Income</u> <u>(1970)</u>	<u>Percent</u>	<u>Affordable House</u> <u>Price</u>	<u>Affordable</u> <u>Rent</u>
Under \$ 5,000	17.6	Under \$12,000	Under \$83
\$ 5,000 - \$ 9,999	57.0	\$12,500 - \$25,000	\$ 83 - \$167
\$10,000 - \$14,999	15.8	\$25,000 - \$37,500	\$167 - \$250
\$15,000 - \$24,999	8.4	\$37,500 - \$62,500	\$250 - \$416
\$25,000 - & Over	1.2	\$62,500 & Over	\$416 & Over
Median \$ 7,865		\$ 19,662	\$131

The percent of spendable income allocated to housing is higher as families have less to spend, see Table 10. With larger household sizes, overcrowding into substandard quarters is intensified. The following table reveals that 13.5% of all housing units contain 1.01 or more persons per room:

TABLE 11
ROOMS PER PERSON
1970

<u>Persons Per Rooms</u>	<u>Number</u>	<u>Percentage</u>
1.00 or Less	867	86.5
1.01 - 1.50	97	9.7
1.51 Or More	38	3.8
TOTAL OCCUPIED UNITS	1,002	100.0%

Equating the low vacancy rate of 3.2%, quality, distribution and overcrowding, with spendable income, Lincoln residents have few options in housing. Just over one-quarter of the families had incomes of \$10,000 or more; the point



SOURCE:
FEDERAL HOUSING
ADMINISTRATION

GRAPH 2
AVERAGE HOUSING EXPENDITURES

that the private housing market can meet demand without government subsidy.* The 17.6% of all families with incomes below \$5,000 must live in substandard housing or receive public housing subsidies. Without a local housing authority, Federally assisted programs are necessary for the purchase of low to moderate income housing. The percentage of residents receiving some form of public assistance is 35.4%. A large percentage of these people live in marginal to unsafe housing.

METHODS IN OVERCOMING HOUSING OBSTACLES

It is important for the City to encourage a balance between low income housing and conventionally financed homes. With the completion of the Valley View Estates subdivision, over 20% of the new housing stock will be low income. It is the purpose of this Plan to propose that the City:

1. Require a variety of housing types in each approved subdivision.
2. Encourage multiple family apartment units as a percentage of the total of all new single family units.
3. Encourage development of vacant lots and parcels within the City by providing incentives, such as streets improvements, sidewalks, lighting, house construction information, design assistance and weed control programs.
4. Encourage the construction of apartment units for a variety of life styles.
5. Conduct public hearings on alternative State and Federal housing assistance programs to enlist citizen participation and support.

* For 1970 incomes

HOUSING POLICY GUIDELINES

1. The private sector will be encouraged to participate in all programs of residential development.
2. A systematic and continuous program of building code and zoning enforcement will be undertaken.
3. Housing for the elderly and handicapped, as well as low income families, will be encouraged.
4. The City will upgrade vacant and unused parcels within the urban area by all available public actions.
5. Innovative design in subdivisions and housing will be encouraged.
6. The City will study the advantages of a housing authority in cooperation with the County to make full use of Federal housing and development funds.

SUMMARY AND IMPLEMENTATION

There exist the following pressing issues in attempting to meet the housing needs in Lincoln:

1. The need to provide leadership and an active, day-to-day volunteer program by establishing local neighborhood improvement groups. A study should be conducted to determine the feasibility of providing technical assistance in making home repairs and to help bring deteriorating homes up to code as a community-wide program.
2. The need for code enforcement, i.e., building, plumbing, electrical and zoning. Dilapidated housing needs to be replaced by demolition, rehabilitation, area-wide renewal projects, or condemnation since they are hazardous to the health and safety of their occupants. Systematic building inspection and

enforcement would contribute to increased livability of housing units and neighborhoods.

3. With Federally assisted housing programs, there needs to be public debate leading to a City policy on growth, housing types, and quality of construction. Public information and technical advice, along with the participation by local contractors and craftsmen, could begin a process of gradual improvement in housing quality.
4. There needs to be public discussion on redevelopment or renewal projects with citizen participation. Combined local action and inter-agency coordination can be helpful in choosing housing programs and deciding future options and alternatives.

LAND USE ELEMENT

This Element is the most challenging proposal of the entire Plan and results in a great deal of citizen participation on the land use allocations proposed by this document. As with other parts of this Plan, future land uses are interrelated with open space, circulation, noise, conservation and other community patterns. Major development decisions will be consistent with this Element if the provisions are to be realized by the end of the planning period.

EXISTING USES

Single family residential is the prevailing land use within the Lincoln urban area and surrounds the commercial and industrial properties paralleling the Southern Pacific Railroad and G Street. Beyond the urban area to the east is a low density suburban-agricultural development. Within the City boundaries exists approximately 1,644 acres of land in urban uses and 2,406 acres either in agricultural or lying fallow. Urban land uses are distributed as shown in Table 12. The inventory and mapping of existing land uses was begun as an initial part of plan preparation to provide a basis for making the required projections. Since the adoption of the 1970 Plan, growth has generally been consistent with previous patterns.

RESIDENTIAL

Residential uses occupy about 4.7% of the land in the Lincoln urban area with most lots averaging about 6,500 square feet. Prior to recent annexations, more than 19% of the net area within the corporate limits were allocated to residential uses. The existing residential patterns result from the adverse influence of several factors:

1. In the central core area, the old and unmaintained units impede back-filling of the vacant parcels and do not offer attractive investment prospects to developers or owners.
2. In the northeast area of the City, substandard housing discourages development other than on a lot by lot basis.
3. Commercial and industrial uses have encroached upon older residential areas.
4. Most new development is to the west on the fringe of newer housing stock.

TABLE 12
URBAN ACREAGE
City of Lincoln
1976

	<u>Gross Acres</u>	<u>Net Acres</u>	<u>Number of Units</u>	<u>Population</u>
INDUSTRIAL	215	215	--	--
COMMERCIAL	18	12	--	--
MULT. RESIDENTIAL	8	5	91	273 (x3)
MOBILE HOMES	5	5	69	207 (x3)
SINGLE FAMILY RESID.	273	182	1,250	3452 (Est.)
SCHOOLS	54	54	--	--
PARK	23	23	--	--
OTHER PUBLIC	3	3	--	--
SEWER TREATMENT PLANT	200	200	--	--
AGRI. & UNDEVELOPTED	2,406	2,406	--	--
AIRPORT	<u>739</u>	<u>739</u>	<u>--</u>	<u>--</u>
Total	3,944	3,844	1,410	3,932 (Est.)

Note: The difference between the net and gross acreage figures is due to street improvement requirements.

COMMERCIAL

Existing retail trade and other business establishments occupy about 12 acres primarily in a lineal pattern along Highway 65, bordered by H Street on the west and E Street on the east. Except for a small commercial area on East Avenue there exists a distinct Central Business District and related financial and public uses.

MANUFACTURING & INDUSTRIAL

As discussed previously, the Gladding McBean Plant is the single most important industry in Lincoln. The plant and clay reserves are located at the northern end of Lincoln east of Highway 65. About 90% of all industrial land is devoted to this one industry with the remaining 10% being located along the railroad.

PUBLIC FACILITIES

The City Hall, Corporation Yard, Library, Parks, etc. total 25.2 acres. McBean Memorial Park contains 23 of the total acreage.

SCHOOLS

There are three public schools in the City which occupy approximately 54 acres. The breakdown is as follows:

Glen Edwards Elementary	20.2 Acres
Carlin C. Coppin Ele.	12.0 Acres
Lincoln High School	<u>22.0 Acres</u>
Total	54.2 Acres

MUNICIPAL

The largest City owned facility is the Lincoln Airport. It is located three miles west of the Central Business District on about 739 acres. Approximately 260 acres of the total is leased to private operators for producing wheat.

The new sewage treatment plant is also City owned and is located on 200 acres.

PROPOSED USES

This section of the Land Use Element is a projection of the patterns and densities during the ten year period of this Plan. These estimates of growth represent contemporary thinking and may change as economic, social, and political conditions change. The Land Use Map depicts the future growth patterns of Lincoln.

This proposal takes into account that backfilling will occur in the old City with new developments and further expansion located to the west. It is anticipated that building activity in the older neighborhoods will stimulate the rehabilitation of existing structures. This proposal encourages the utilization of the existing streets and utilities and would not require any additional sewage plant capacity.

RESIDENTIAL

Residential areas have been delineated on the General Plan Land Use Map and have been established to allocate living areas. This is done to assure a logical future urban form which can be served by the existing public utilities.

TABLE 13
PROJECTED URBAN ACREAGE
City of Lincoln

	<u>Gross Acres</u>	<u>Net Acres</u>	<u>Number of Units</u>	<u>Population</u>
INDUSTRIAL	1,738	1,390	--	--
COMMERCIAL	84	56	--	--
MULT. RESIDENTIAL	18	12	144	432
MOBILE HOMES	5	5	69	207
SINGLE FAMILY RESID.	983	659	2,636	7,908
SCHOOLS	54	54	--	--
PARKS/OPEN SPACE	120	120	--	--
OTHER PUBLIC	3	3	--	--
SEWER TREATMENT PLANT	200	200	--	--
AGRI. & UNDEVELOPED	0	0	--	--
AIRPORT	<u>739</u>	<u>739</u>	<u>--</u>	<u>--</u>
Total	3,944	3,238	2,849	8,547 (Est.)

It should be noted that the difference between the gross and net acreage figures is due to street improvement requirements. It should also be noted that residential population projections are based on an average density of four units per acre and three persons per unit. The total projected population could be modified by increasing or decreasing this density when specific zoning is applied.

Within the larger urban area two densities are proposed, medium density residential as an extension of contiguous growth, and residential planned development in the rural areas.

COMMERCIAL

The major commercial area defined in this Plan is the Central Business District adjacent to, and running parallel with, Highway 65. The expanded central commercial area that is shown on the General Plan Land Use Map is intended to ensure the continued vitality of existing businesses and provide a logical framework for expansion.

INDUSTRIAL

Industrial expansion is intended to extend westerly from the Gladding McBean Plant to the Lincoln Airport on the northern side of Nicolaus Road. It is also intended that airport related development will occur between Nelson Lane and the Lincoln Airport and also to the west of the Airport.

FUTURE LAND USE POLICIES

Residential -

The recommendations and policy guidelines for new residential development are stated in the Housing Element.

Commercial -

1. The City should encourage and support the development and maintenance of a strong and vital Central Business District.

2. The City should encourage exterior improvements of older buildings and the enforcement of the building code.
3. The City should assure the maintenance of vacant lots and unused buildings in an attractive condition.
4. The City should identify buildings of historical significance for preservation purposes.

Industrial -

1. The City should actively seek to expand its industrial base by a diversified industrial growth program.
2. The City should encourage only those industries which do not overly commit the financial and natural resources of the City.

Recreation and Open Space -

1. The City should prepare a precise plan for recreation and open space and make every effort to preserve the designated areas for long range public use.
2. The City should adopt a flood plain ordinance to restrict urban uses along the designated areas.

A P P E N D I X E S

APPENDIX I
ENVIRONMENTAL IMPACT REPORT
OF THE
GENERAL PLAN
FOR THE
CITY OF LINCOLN, 1976

This report is prepared and included in the General Plan for the City of Lincoln as required by the California Environmental Quality Act and the City of Lincoln Guidelines for implementation of that Act. This report sets forth a list of mitigation measures and alternatives to the proposed plan and related requirements. In those instances where required points of an Environmental Impact Report are not discussed, there will be a reference to a specific section of the General Plan for that information.

I. DESCRIPTION OF ENVIRONMENTAL SETTING

Refer to Location and Physical Features of the General Plan Report.

II. ENVIRONMENTAL IMPACTS

This section is to provide a discussion of the required points involved in a detailed analysis of the environmental impacts of the Lincoln General Plan as proposed.

A. The significant environmental effects of the proposed project:

1. Development of the community as planned will result in the generation of increased traffic levels which will exceed the current capacity levels of certain thoroughfares within the area.

2. The implementation of the Plan as proposed will reduce the natural habitat of wild-life in the western area of the City.
 3. The implementation of the Plan has the potential of affecting the quality of air and quantity of water existing and available in the planning area.
- B. Significant irreversible environmental effects which can not be avoided if the proposal is implemented:
1. In general, irreversible changes associated with implementation of the proposed Plan are those associated with the commitment of land and other limited resources to specific uses and disruption of the natural physical environment. The commitment of limited resources includes the use of minerals and fuels in the construction and maintenance of structures and other improvements. The commitment of land, (agricultural and vacant property) to urban uses are also irreversible.
 2. The natural physical environment would be disrupted through alterations to landforms and the installation of utilities which would have the effect of irreversibly committing land to urban uses, since large expenditures of capital would be necessary to restore the land to its previous state. Further, destruction and simplification of natural plant and animal communities is a likely result of the Plan and would be virtually irreversible.

C. Mitigation measures proposed to minimize the significant effects:

The proposed plan itself contains substantial policy statements (Goals & Objectives) which, if implemented by the City through the Plan's adoption, will aid in the mitigation of significant effects. Through the adoption of the Plan the City will be able to consider and adopt improved criteria for control of land use and development.

Among the major mitigation measures are:

1. The adoption of specific goals and objectives for orderly implementation of the community's desired course of growth.
2. Provide the guide for future adoption of zoning controls with design criteria for future residential and non-residential development.

D. Alternatives to the proposed action:

For the purpose of the statement, here is provided a brief discussion of the alternatives to the proposed Plan:

1. Continuation of the current Plan.

This is not a viable alternative for the reasons set forth in the introduction of the Plan.

2. No Action.

This approach is illogical based on the same information as referred to in D.1 above. In addition, the no action approach eliminates the ability of the City to control and positively implement new and innovative approaches to City Planning.

3. Plan alternatives.

Several Plan alternatives were considered and rejected. These plans provided for increased housing stock, increased non-residential (industry and commercial) and various combinations of these uses. However, the Plan as prepared provides in the opinion of the community a balance between economic and environmental issues which is acceptable and viable.

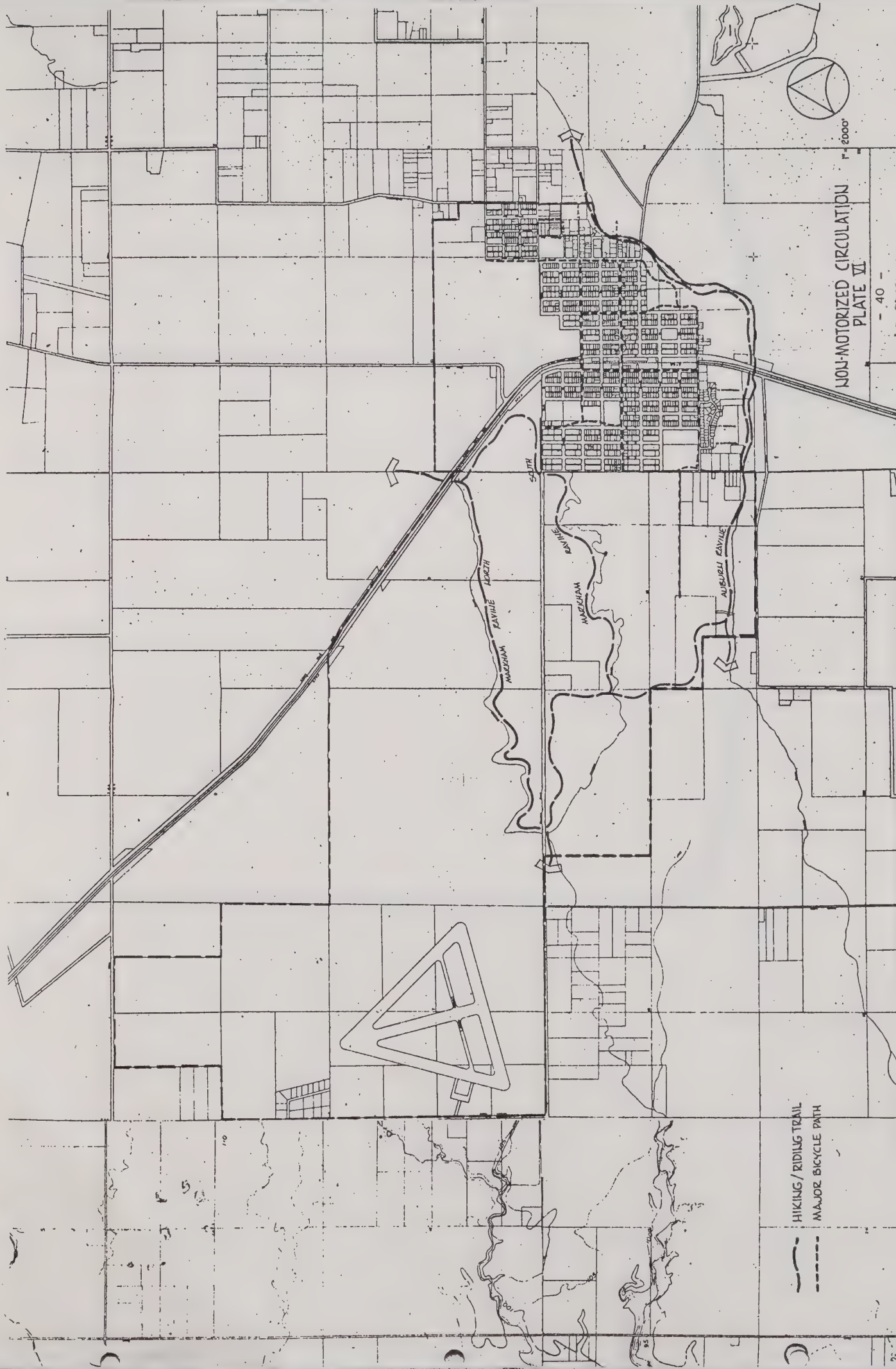
B. The relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity:

1. Cumulative and long-term effects of the implementation of the Plan include a reduction in the range and variety of the environment and a loss of habitat for certain plant and animal communities.
2. The short-term use of land for residential, business and professional, and commercial uses precludes the long-term use of such land for agricultural or industrial purposes, and eliminates the aesthetic amenities associated with open space. This means a greater reduction in local air quality, higher noise levels, and more traffic and circulation problems that contribute to safety hazards.
3. Justification for implementing the Plan now as opposed to reserving an option for further alternatives in the future is based on two principles. First, the proposed General Plan is a more accurate reflection of the needs and goals of the community than is the current adopted Community Plan which now guides

development. Second, the Plan is flexible enough to be altered in the future, should conditions or needs in the community change.

F. The growth inducing impact of the proposed action:

To the extent that the proposed Plan would accommodate future population and urban growth, it can be considered growth-inducing. The Plan projects approximately 8,547 population by the end of the Plan period. This is approximately a 4,615 person increase over the existing population estimates. The Plan designates a substantial area in the western portion of the planning area for industrial purposes, as well as, encouraging supporting residential area for prospective employees. Increased secondary employment can be expected as a result of effective development of the basic industries as proposed in the Plan and previously discussed.



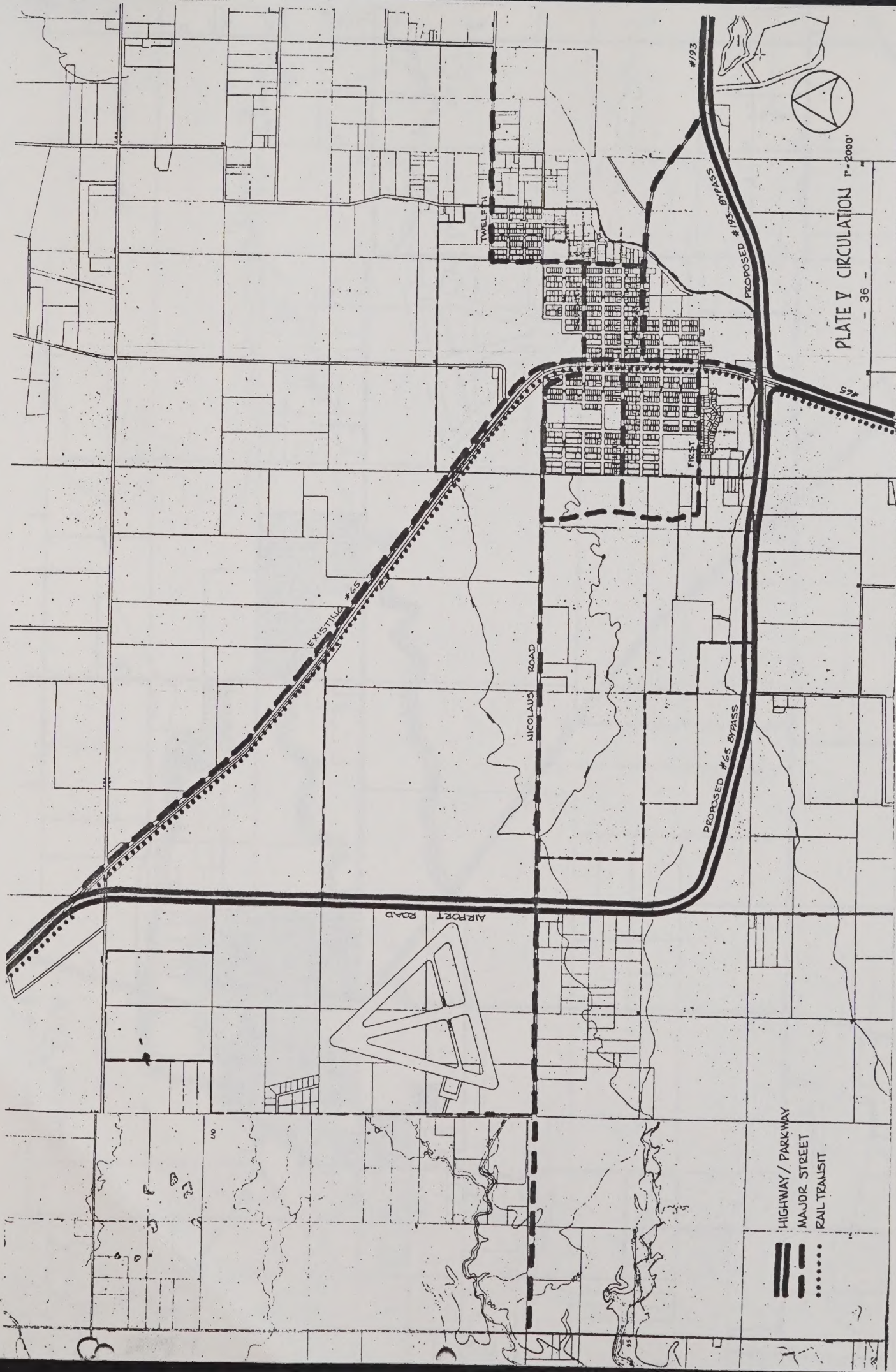


PLATE V CIRCULATION P-2000'

- 36 -

HIGHWAY / PARKWAY
MAJOR STREET
RAIL TRAIL



OPEN SPACE

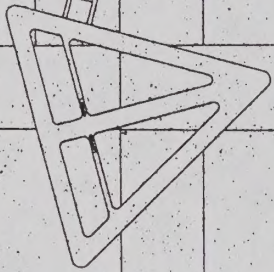


PLATE III OPEN SPACE

1" = 2000'



U.C. BERKELEY LIBRARIES



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